THIRD ANNUAL REPORT OF THE SOCIAL SECURITY BOARD, 1938

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THIRD ANNUAL REPORT OF THE SOCIAL SECURITY BOARD

FISCAL YEAR ENDED JUNE 30

1938

WITH SUPPLEMENTARY DATA

JULY 1 – OCTOBER 31, 1938

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THE SOCIAL SECURITY BOARD

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See page 251 for sources of information on the Social Security Act

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LETTER OF TRANSMITTAL

SOCIAL SECURITY BOARD,
Washington, D. C., November 1, 1938.

To the Congress of the United States:

In accordance with section 704 of the Social Security Act, I have the honor to submit the third annual report of the Social Security Board, for the fiscal year ended June 30, 1938, with a statement giving supplementary data on major activities to the present date.

Respectfully submitted.

ARTHUR J. ALTMEYER, *Chairman.*

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THIRD ANNUAL REPORT OF THE SOCIAL SECURITY BOARD

Study for Social Security Board Building. Prepared in the Office of the Supervising Architect, Procurement Division, Treasury Department. Charles Z. Klauder, Consulting Architect

THE THIRD YEAR IN SUMMARY

The third year of administration of the Social Security Act, like the years preceding, saw a notable development in both the extent and the effectiveness of the program. Reports for earlier years have recorded the whole-hearted acceptance of the goal of social security by the American people and their State and local governments. The marked progress in extending public assistance under the act in those years has continued. The decisions of the Supreme Court in May 1937 left no doubt as to the constitutionality of the new measures for social insurance. In the fiscal year ended June 30, 1938, important operations under the unemployment compensation and old-age insurance programs were first tested extensively. By June 30, 1938, less than three years after the passage of the Social Security Act and an even briefer time after Federal funds first became available for its implementation, there was abundant evidence that the purposes of the act are in harmony with the desires and ideals of the American people; that its scope relates to urgent needs of the Nation as a whole and of millions of its individual households; and that the measures provided by the Congress are basically sound and workable.

The fiscal year 1937–38 afforded a cogent demonstration of the importance of the social security program to the millions of families who participated in it directly and to Federal, State, and local governments. As business barometers fell during the autumn of 1937, it was of great importance that hundreds of thousands of those who were least able to weather adversity—the needy aged, dependent children, and the needy blind—had at least a modicum of security in the monthly assistance payments they were receiving from the States with the aid of Federal funds. Because of these Federal grants, the States were in a better position than could otherwise have been the case, to meet both the continuing responsibility for these helpless special groups of the needy and the rising demand for general relief occasioned by the recession. In the latter half of the fiscal year additional resources became available as a large group of States began to draw on the funds they had deposited in the Treasury to pay benefits to unemployed workers.

The defenses against unemployment were strengthened not only by benefit payments but also by extension of State employment services

for these and other unemployed persons. Under the Social Security Act, the Federal Government makes grants to the States for unemployment compensation administration. In the fiscal year 1937–38 these grants included amounts for expansion of employment service in 27 States and in the District of Columbia, where unemployment benefits were payable or were soon to become payable, to enable these jurisdictions to meet the added responsibilities laid upon them by full operation of their unemployment compensation systems. Unquestionably, Federal funds authorized by the act for services for health and welfare have also been of special importance during the past year in States which are administering programs with the aid of grants certified by the Children's Bureau, the United States Public Health Service, and the Federal Office of Education.

Many obvious gaps in present provisions for social security and in administrative procedures are apparent to the Social Security Board and other Federal agencies concerned, to the States, to employers, and to workers and other beneficiaries of the program; analysis of some of the problems which confront the Board is made in subsequent pages. At the same time it is evident that the performance under the several programs has more than justified reasonable expectations. While the Board has repeatedly expressed its belief that every feasible effort should be made for development of the social security program in both scope and adequacy, it is important to recall that the United States has already embarked upon a course which, in magnitude and speed of development, is unprecedented in the history of this or any other country. It is important also that due weight be given to the potentialities and to the limitations of social insurance, the more so because this area of activity is new in American experience.

Both the effectiveness of present provisions and the errors or delays that sometimes have developed in the early months of administration are doubtless responsible in part for some extravagant proposals for immediate and large expansion of the social security program at the State or Federal level. Some of these proposals are such that their adoption would disturb the monetary system and menace the solvency of State governments or even the solvency of the United States. In others, sympathy with the plight of certain groups of the population has diverted attention from other equally serious and pressing needs. There has also been a proposal which, followed to its logical conclusion, would change the scope of the unemployment compensation program from a measure instituted on an insurance basis to a system of more or less unlimited doles, obviously a change with serious implications for both workers and employers.

The Board cannot stress too strongly its desire to see further development and improvement of many aspects of the program within the necessary limitations of Federal and State resources and the present limitations of administrative experience. Many of the questions to which uncritical proposals would give a hasty answer have long been the subject of careful study by the Board. The Advisory Council on Social Security, which represents workers, employers, and the general public, has considered such questions in their relationships to old-age security. The Board is convinced that permanent and lasting progress toward social security can be attained only by maintaining a careful balance between the measures undertaken and the means, in terms of money and of administrative skill, at the disposal of the States and the Federal Government. No greater disservice could be done to persons who are in need of more adequate financial assistance or of other measures to assure their well-being than to hold out hopes which cannot be justified by the nature of the social security program or by the resources which are or can be made available for its development.

Continued operation in itself is widening the scope and effectiveness of the program. The number of recipients of public assistance is increasing in States where, at the outset, the volume of applications prevented prompt determination of eligibility. Increasing service to workers is being effected under the unemployment compensation and old-age insurance programs. In certain aspects of the social security program, sufficient experience already has been accumulated to indicate the need for revision. In accordance with the continuing responsibility designated by Congress in the act and a special communication from the President of the United States, the Board has been exploring the feasibility of obtaining information and formulating recommendations concerning some questions not explicitly answered in the present legislation. The Board believes that in the social security program, as in all other aspects of social administration, continued analysis, adjustment, and development are requisite for successful operation. It is believed also that in each of the years since the Social Security Act became law on August 14, 1935, the momentum previously attained by the Federal Government and the States has been accelerated and that the additional aspects of the program designated by the Congress or by State legislatures for the given year have been set in effective motion.

Social Security Administration in 1937–38

The Federal system of old-age insurance entered a new phase as wage reports relating to the calendar year 1937 were received from the Bureau of Internal Revenue and were posted to the accounts of individual workers. Public-assistance programs were adopted by additional States and provided aid to an increasing number of the needy. For the group of programs in which the Social Security Board carries Federal responsibilities, the most significant event of the twelve months ended June 30, 1938, was the beginning of unemployment benefit payments in nearly half the States.

Unemployment Compensation

By the close of the fiscal year 1936–37 a Nation-wide legislative foundation for unemployment insurance had been laid by the 48 States, Alaska, Hawaii, and the District of Columbia, but only one State, Wisconsin, was paying benefits. A year later, 24 States and the District of Columbia, having fulfilled the requirements of their own legislation and the Federal act, were making unemployment benefit payments; by June 1938, checks aggregating $10 million were going out each week to about a million totally or partially unemployed workers. Three more States had their unemployment insurance systems geared to go into action in July 1938, and by July 1939 unemployment benefits will be payable throughout the Nation.

Under the unemployment compensation laws of 21 States and the District of Columbia, claims for benefits were first accepted in January 1938. During the preceding months unemployment had been spreading throughout the country. As a consequence these State unemployment compensation agencies were placed under a severe strain. They were faced not only with the difficulty of inaugurating operations in which they had had no previous experience but also with an unexpectedly heavy initial load of claims for benefits resulting from the high level of unemployment. While the Board has provided all assistance within its power, the States carry the basic responsibility and theirs is the credit for performance. The State agencies would be the first to declare that there have been delays and that some procedures have proved cumbersome and in need of simplification. Nevertheless, the general record of performance in this difficult situation is one of which the Congress and the American people may well be proud.

As of June 30, 1938, nearly 17.8 million checks aggregating more than $179.5 million had been issued to workers totally or partially unemployed in the 25 jurisdictions in which benefits were payable. On that same date, the accounts of State agencies in the unemploy-

ment trust fund in the Treasury aggregated nearly $881.9 million. This balance represented contributions deposited by all State agencies plus interest credited by the Treasury to all State accounts and minus amounts withdrawn for benefit payments by the group of States in which benefits were payable within the year. The amount of the balance in the unemployment trust fund on June 30, 1938, was influenced by the fact that States must defer payment of benefits until contributions have been payable for two years' employment if they are to qualify for Federal administrative grants and if employer contributions under the State law are to be offset against the tax payable under title IX of the Social Security Act.

For the fiscal year 1937–38, a total of nearly $42.3 million was certified by the Social Security Board for grants to the States for administration of their unemployment compensation laws, including $14.4 million for expansion of employment services in the 27 States and in the District of Columbia where benefits were payable before the end of the year or shortly thereafter.

The enactment of the Railroad Unemployment Insurance Act by the last Congress has important implications for all States whose laws now cover railroad workers. That act establishes a Federal system for employees of railroads and certain of their subsidiaries and affiliates. This system will become operative as of July 1, 1939, and will be administered by the Railroad Retirement Board. The Social Security Board is providing all possible aid to the States and to the Bureau of Unemployment Insurance of the Railroad Retirement Board in order that the necessary amendments to the State laws and the required transfer of State records and certain portions of the State unemployment funds may not interrupt the operation of the Federal–State unemployment compensation programs.

Old-Age Insurance

Old-age insurance is the only program under the Social Security Act for which administrative responsibility is lodged in the Federal Government alone. By June 30, 1938, nearly 40 million employee account numbers had been issued by the Social Security Board in connection with this system. The volume of present and future operations is evident from the fact that an individual account must be maintained as evidence of the amounts which may be used in computing the benefits of each person who receives wages from covered employment at any time in his life after 1936 and before he is 65. Doubts had been expressed by some persons that individual wage records could be maintained for millions of workers. It is a satisfaction to report that the Board has received more than 37 million

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individual wage reports for each half of the calendar year 1937 and that posting of these items to the employee accounts was substantially completed shortly after the close of the fiscal year.

Reported wages in covered employment in the calendar year 1937 aggregated more than $28 billion and included the larger part of all wage and salary payments made that year in the United States. It is estimated that wage items reported for 1937 relate to wages received for part or all of that year by more than 32 million individuals. It seems clear that the shifts of individual workers between covered employment and other occupations are serving to include in the old-age insurance system an even larger share of the gainfully occupied population than had been anticipated. By the close of the fiscal year procedures had been established for answering the queries of individual workers as to the amounts of wages reported on their behalf and posted to their accounts, and for tracing and endeavoring to reconcile any discrepancies which might be found between the amount reported by an employer for a given worker and the amount which the employee believed he had received.

Under the old-age insurance system only lump-sum amounts are now payable. The handling of claims for these payments, which began early in 1937, continued through the fiscal year in increasing volume. By June 30, 1938, claims aggregating $5.9 million had been certified by the Board to the Secretary of the Treasury for payment. A lump-sum amount is payable to an eligible worker at age 65 or to the surviving spouse, legally qualified relatives, or estate of an eligible worker who has died. Payments are based on amounts received by workers for covered employment after 1936 and before age 65 or death prior to that age. With continuance of the program the average payment, which was $47.70 for claims certified in June 1938, is rising steadily. These claims are filed and are handled initially in the Board's field offices, which also were responsible for issuing more than 9.6 million account numbers during the fiscal year.

Lump-sum payments are made from the old-age reserve account maintained by the Treasury and are the only disbursements which may be made from that account until monthly benefits become payable to qualified retired workers at age 65 or thereafter. The Treasury reported that as of June 30, 1938, the sum of $652.0 million had been transferred to the account from appropriations for 1937–38 and for the prior fiscal year, while total interest credited to the account as of that date exceeded $17.6 million. At the end of the year the account held $662.3 million invested in special obligations of the Government, and $1.9 million in cash; the Treasury Department had disbursed $5.4 million in lump-sum payments.

Public Assistance

In public assistance under the Social Security Act the year has been marked by the growth of the State programs for old-age assistance, aid to the blind, and aid to dependent children, and by increasing effectiveness in their administration. The Social Security Board has certified grants of $209.4 million to the States for public assistance in the fiscal year 1937–38, as compared with $146.1 million for the year 1936–37. There were nearly 1.7 million recipients of old-age assistance in June 1938 as compared with less than 1.3 million in the June preceding. In June 1938 aid was provided in States cooperating under the Social Security Act for 604,000 dependent children in 244,000 families; for June 1937, aid was given for 427,000 children in 171,000 families. There were 39,000 recipients of aid to the blind in cooperating States in June 1938 as compared with 35,000 in June 1937. Total obligations incurred in 1937–38 from Federal, State, and local funds for payments to recipients of public assistance under the Social Security Act amounted to $454 million as compared with $293 million for 1936–37.

Before the end of the fiscal year Federal funds were granted under the Social Security Act for old-age assistance in 47 States, and in Alaska, Hawaii, and the District of Columbia. The one remaining State had passed legislation for this and for the other two public-assistance programs.[1] A Nation-wide basis therefore has been established for Federal-State cooperation for old-age assistance. As of June 30, 1938, Federal funds were administered under approved plans for aid to dependent children in 38 States, and in the District of Columbia and Hawaii; and for aid to the blind in 37 States, and the District of Columbia and Hawaii. In all, of the 51 jurisdictions eligible to cooperate in public assistance under the Social Security Act, 34 States, the District of Columbia, and Hawaii had all three plans approved as of June 30, 1938. During the year the Board approved 16 new State plans for public assistance and 35 revised plans in which changes or extensions of previously approved plans had been made.

Public assistance under the Social Security Act obviously is related to other forms of public aid maintained by Federal, State, and local governments. The Social Security Board has therefore undertaken, at the request of other governmental agencies and with their cooperation, to report monthly on all public aid to persons in need. These summary reports include data on the Works Program, the Civilian Conservation Corps, public assistance and general relief, and sub-

[1] Virginia's plans for old-age assistance, aid to dependent children, and aid to the blind were approved by the Board on Sept. 2, 1938; on Aug. 30 the Florida plan for aid to dependent children was approved and on Oct. 18 the Mississippi plan for aid to the blind.

sistence grants to farmers. In 1937–38 this public aid to persons in need amounted to nearly $2.5 billion, exclusive of transient care and administrative expense. This total is $73 million less than the amount reported for 1936–37. The Board estimates that in June 1938 some 6.4 million different households, including about 20.4 million persons, were receiving one or more of these various types of public aid. A considerable decline in relief costs and in numbers of recipients during the first quarter of the fiscal year was followed in later months by a sharp rise coincident with the general decline in employment.

Administrative Organization of the Board

Throughout the fiscal year Arthur J. Altmeyer of Wisconsin served as Chairman of the Board. Mr. Altmeyer's appointment to the Board was confirmed by the Senate on August 23, 1935, at the inception of the program; he was named Chairman in February 1937, following the resignation of John G. Winant of New Hampshire, who was the first to hold that office. On August 6, 1937, the Senate confirmed the appointment of George E. Bigge of Rhode Island for the remainder of the term expiring August 13, 1941, to fill the vacancy in the membership of the Board which had existed since Mr. Winant's resignation. Appointment of Mary W. Dewson of New York was confirmed on August 18, 1937, for a term expiring August 13, 1943, to take the place formerly held by Vincent M. Miles of Arkansas, whose term of office had expired.

Members of the Board are responsible for formulating general policy and for determining organization and procedure. The Board promulgates rules and requirements concerning provisions of the act for public assistance, unemployment compensation, and old-age insurance; approves State public-assistance plans and unemployment compensation laws which conform with the act; and determines the continuing conformity of these plans and laws. It certifies payments of Federal grants to the States under the public-assistance and unemployment compensation programs and payments to beneficiaries under the Federal old-age insurance program. It is responsible for determining which State unemployment compensation laws meet the Federal standards so as to qualify taxpayers in those States for credits against the Federal tax, and to qualify them for additional credits on the basis of reduced rates of contributions paid under the State laws. In addition to these duties in administration of present provisions of the act, the Board is charged with responsibility for study and recommendation of methods of providing social security.

The administrative organization of the Board remains essentially the same as that outlined in reports for preceding years, with division

of work among three operating and five service bureaus under the supervision of the Executive Director. That post was held throughout the fiscal year by Frank Bane of Virginia.[2] In addition to supervision of the work of the bureaus, the Executive Director is responsible for supervision of the 12 regional offices and the Territorial offices of the Board. Each of the regional offices is headed by a regional director, who has administrative supervision of the representatives of the operating and service bureaus detailed to the region and is responsible for coordinating all activities of the Board in the region. In the latter connection, regional offices exercise general administrative supervision of the field offices of the Bureau of Old-Age Insurance, established throughout the country to bring operation of this federally administered program close to the millions of workers and employers who are directly concerned with it. Through these regional offices the Board is able to decentralize activities and relationships with State and Territorial agencies.

The operating bureaus, concerned with the three major fields of the Board's responsibility, are the Bureau of Old-Age Insurance, the Bureau of Unemployment Compensation, and the Bureau of Public Assistance. Responsibility for services indicated by their designations is assigned by the Board to the Bureaus of Accounts and Audits, Business Management, and Research and Statistics; the Office of the General Counsel; and the Informational Service. Within the fiscal year the Office of the Actuary was established as a separate office under the direction of the actuarial consultant. Division of responsibilities among the several bureaus and offices is indicated in the appended functional chart.

During the fiscal year the assimilation, training, and organization of personnel have continued to be major administrative tasks, as development of the program has required assumption of new duties on the part of the present staff and the recruitment of additional employees. In the selection of personnel, in the establishment of training programs and of policies governing transfers and promotions, the Board has been guided consistently by the principles of a career service. At the outset civil-service registers were lacking in certain technical fields for which there was little or no precedent in public administration in the United States. The Board, therefore, requested the Civil Service Commission to approve the limited number of appointments of experts and attorneys made during early months of the program both as to the description of the job and the qualifications of the proposed

[2] On Sept. 6, 1938, the Board regretfully accepted the resignation of Mr. Bane. Oscar M. Powell of Texas, who had served since the inception of the program as regional director in Region X, was appointed Acting Executive Director. Mr. Powell assumed the position of Executive Director when Mr. Bane's resignation became effective on Nov. 1, 1938.

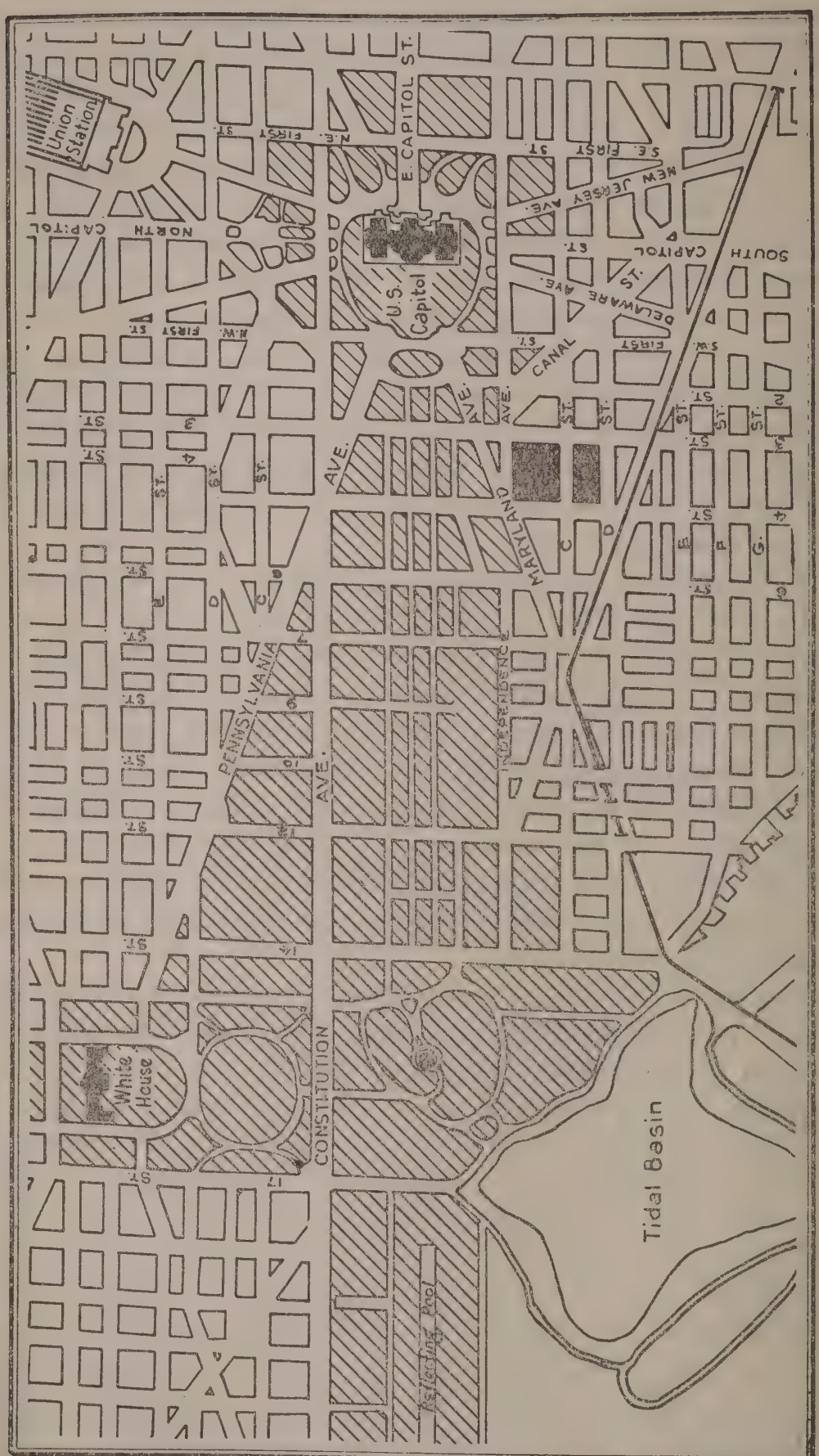

Chart 1.—Site (black rectangles) of proposed buildings of Social Security Board and Railroad Retirement Board

appointee. As soon as appropriate civil-service registers were developed, permanent appointments of new personnel, with the exception of lawyers, were limited to individuals with civil-service status. The experts approved by the Civil Service Commission have now been placed under civil service.

The total personnel of the Board, including regional and field staffs, numbered 9,612 on June 30, 1938, as compared with 5,748 a year earlier. By far the largest part of the increase during the year was occasioned by development of the wage-records and claims operations of the Bureau of Old-Age Insurance and the complete responsibility assumed by that Bureau at the beginning of the year for handling applications for account numbers. During the year 1937–38 the field offices of the Bureau of Old-Age Insurance were increased from 175 to 316 to cope with increasing operations in the handling of claims and issuance of account numbers. The personnel of the Bureau, including the Washington staff, field staff, and the staff of the wage-records offices temporarily located in Baltimore, numbered 6,908 on June 30, 1938, as compared with 3,723 at the close of the preceding fiscal year.

Activities of the Board will be greatly facilitated by the action authorized by Congress in the Second Deficiency Appropriation Act, fiscal year 1938. This act allocated $3 million from funds of the Public Works Administration to acquire land and begin construction of appropriate buildings for the Social Security Board and the Railroad Retirement Board. The total cost of the buildings is limited to $14,250,000. The new structures will make it possible to bring together Washington personnel now scattered in other Federal buildings and in rented quarters ill-adapted for their present use, and will enable the Social Security Board to bring to Washington personnel now located temporarily in Baltimore. The projected site of the buildings, in the southwest area of Washington, has been chosen in accordance with long-range planning for the southward development of the city to cope with present housing and traffic problems and to carry out the original plan for the national capital.

Other Programs Established Under the Act

No attempt to summarize social security operations could be valid without reference to the programs for health and welfare services and other functions maintained under the Social Security Act by Federal agencies other than the Social Security Board. Statements supplied by the Children's Bureau of the Department of Labor, the United States Public Health Service of the Treasury Department, and the Office of Education of the Department of the Interior, included elsewhere in this report, outline operations during the fiscal year 1937–38

under provisions of the Social Security Act. It is of moment to the Board's activities that, at the close of that year, all 51 jurisdictions eligible to participate had plans approved by the Children's Bureau for maternal and child-health services; 50 had approved plans for services for crippled children, 50 for child-welfare services. All 51 jurisdictions had plans approved by the Public Health Service for extension and improvement of services in the field of public health. Under the program for vocational rehabilitation, 47 States and Hawaii had programs in operation for which Federal grants are certified by the Office of Education; separate provision for Federal aid in this field is made under other legislation for the District of Columbia and Puerto Rico.

Reference is made throughout this report to the many important services performed under the act by the Treasury Department, and summary financial data supplied by that Department are included in the appendix. These data include statements of the income and excise taxes collected under title VIII of the act and the tax with respect to employers of eight or more, for which provision is made in title IX. Collections in the fiscal year under title VIII are reported by the Treasury as $510.6 million; under title IX, $90.1 million. In the appendix are given also the figures reported by the Treasury on appropriations for the fiscal year 1937–38 for purposes authorized by the Social Security Act and data on expenditures under the act, including expenditures from reappropriated balances of funds remaining from the previous year's appropriations.

Development of the Social Security Program

Questions concerning the development of the social security program are of three different kinds—questions of technical revisions of legislation or administrative procedures to facilitate operation; questions concerning the extension of present provisions to additional groups of the population; and questions involving consideration of further measures or alternative measures which may be deemed feasible and effective for promoting social security. The Board has given its attention during the past year, as in earlier years, to study of all these types of problems.

Technical and Administrative Revisions

A number of points concerning which the Board has expressed its interest and approval relate to technical and administrative revisions. Some such changes would require amendment of the Social Security Act. For example, more comprehensive authority to make lump-

sum payments under the Federal old-age insurance program direct to the widow or dependent children of deceased wage earners would save time and conserve funds both for the beneficiaries and for the Board. The Board is of the opinion that it is desirable to permit computation of old-age insurance benefits on a base which includes wages received from covered employment after age 65. Reconciliation of provisions in the act relating to old-age insurance and unemployment compensation, so that, under both programs, the base would be "wages paid," would considerably simplify employers' wage reporting. Certain technical changes relating to provisions for "merit rating" of employers under the unemployment compensation program would be of value.

The Board has made many recommendations to the States on administrative problems of mutual concern. At this period, when States have been undertaking new or expanded activities, personnel policy is a subject of major importance to the State agencies and to the Board. The basic objective is the establishment, in all participating jurisdictions, of personnel standards which will ensure sound and continuing development of the social security program. It has been necessary also to consider occasional problems which have arisen in a few jurisdictions, where, at times, partisan conduct of administration has been inconsistent with the purposes of the State law and the Federal act. The Board believes that it is sound public policy to place the entire administrative responsibility with a State agency as regards the selection, tenure of office, and compensation of individual employees. It believes, further, that effective administration requires establishment and maintenance of objective standards for personnel engaged in the State public-assistance and unemployment compensation programs and, to this end, has consistently advocated that States adopt an effective merit system.

When conduct of a State program violates any of the specific administrative requirements set forth in the Social Security Act, the Board cannot certify the Federal grants authorized by the act for approved State public-assistance plans and administration of approved unemployment compensation laws. To withhold Federal funds is a drastic step to be taken reluctantly and only as a last resort, since it is likely to work hardship on the needy and the unemployed. It would be more effective and certainly more equitable if the Social Security Act were amended so that appropriate corrective action could be taken without injuring beneficiaries.

The Board is of the opinion that the wording in titles of the act which relate to Federal grants to States should be amended to require State agencies to establish and maintain personnel standards based

on a merit system and should include a provision prohibiting political activity on the part of State personnel.

In some States the public-assistance rolls are public documents and, as such, are open to candidates for office. To obviate any chance for political or other use of these lists to exploit recipients, it is believed that the public-assistance rolls should be considered confidential and should be used only for administrative purposes.

Undoubtedly sufficient experience has already been accumulated in the administration of the State unemployment compensation programs to warrant some revisions in State laws or procedures which will promote smoother, simpler, and more economical operation. At the close of the fiscal year several bureaus of the Board, in close collaboration with State administrators and with the Interstate Conference of Unemployment Compensation Agencies, were engaged in a careful study of methods of simplifying certain of the provisions of the State laws in line with these objectives. Among other subjects, attention was being given to provisions which would entail less recordkeeping and computation by effecting a less meticulous relationship between wages and contributions on the one hand and unemployment benefits on the other; to provisions for merit rating and adjustment of employers' contributions now contained in many State laws; to problems inherent in administration of benefits for seasonal workers and partially unemployed workers; and to ways of integrating, from the standpoint of both workers and employers, the operation of unemployment compensation programs and the State employment services. It is believed by the Board that the simplification and coordination of the unemployment compensation program should and will proceed, at both State and Federal levels, in the immediate future.

Extension of Present Provisions

During the fiscal year considerable public interest has been expressed in the extension of coverage under programs of the Social Security Act. The Board has a primary concern that the opportunities now afforded by the legislation be used as fully as possible. Not all States have yet availed themselves of Federal funds for all programs of public assistance under the Social Security Act. It is hoped that the roster of States with approved plans for aid to dependent children and aid to the blind may be made complete within the coming year. The Social Security Act authorizes the Federal Government to match State funds available for payments to recipients of old-age assistance and aid to the blind which do not exceed $30 a month to any individual and to add an additional 5 percent of the basic grant toward costs of

administration or for additional assistance payments. The Federal provision for aid to dependent children is less liberal; Federal funds may be granted for only one-third of the expenditures under an approved State program including costs of administration and of payments not exceeding $18 a month for the first dependent child in a household and $12 a month for each additional dependent child. The Board is of the opinion that the Federal matching for aid to dependent children should be placed on the same percentage basis as for old-age assistance as soon as the fiscal condition of the Federal Government warrants.

It has been urged that the low average of public-assistance payments in some States is evidence of the need for general reconsideration of the basis of Federal grants. It is apparent that there is considerable variation among the States in economic resources; in the size of the groups of children, the aged, and the blind in relation to the gainfully occupied population; and in the extent of need among these groups. Proposals have been made for determining the amount of Federal grants to States by the use of a formula in which allowance could be made for some of these factors. Such a formula, it is declared, would result in more effective administration of the public-assistance programs, both in terms of numbers of recipients and amounts of grants, than has been attained in some jurisdictions.

Variable Federal grants have often been proposed in connection with previous provisions for Federal cooperation with the States. Under the Social Security Act recognition of the relatively larger needs in some areas is authorized for programs administered by the Children's Bureau; in the extension of public-health services, allotments by the United States Public Health Service also are made on a basis which permits adjustment to State resources. It should be pointed out that provision for assistance payments to individuals introduces different problems. Pressures of public opinion are more readily exerted within a State to provide cash payments in an amount which may be unwise in view of other necessary demands. Consideration of the actual and potential fiscal capacity of a State and of its requirements for effective operation of a public-assistance program involves many questions for which factual answers are incomplete. Studies now being conducted will, it is hoped, cast light on these factors. The Board has given careful thought to the proposal that public-assistance payments to Indians be made wholly from Federal funds. Realizing the difficulties encountered by certain States, especially where large groups of Indians reside in counties which participate in financing public assistance, the Board believes that this situation deserves consideration.

In connection with Federal grants for public assistance it has been proposed further that more adequate provisions of State funds for administration might be attained if Federal contributions for administration, as well as for assistance, were placed on a matching basis.

Other questions concerning extension of the social security program relate to the two insurance systems. The Board has repeatedly expressed its belief that the protection of old-age insurance and of unemployment insurance or other methods of safeguarding workers against lack of income should be extended as rapidly as is feasible to occupations not covered at the present time. It is the opinion of the Board that certain occupational groups, notably seamen on American vessels and employees of national banks, State banks which are members of the Federal Reserve System, institutions which are members of the Home Loan Bank System, and the like, might be covered by the old-age insurance program at once without administrative complications. Inclusion of these groups of employees has been recommended by the President to the Congress and has been approved by leading national organizations in their respective fields, among them the United States Maritime Commission, the International Seamen's Union, the National Maritime Union, and the American Bankers Association.

The Board concurs in a recommendation made by the Advisory Council on Social Security that employment for private nonprofit religious, educational, and philanthropic institutions be included under the old-age insurance program. "There is no justification in social policy," the Council declared, "for the exclusion of the employees of such organizations from the protection afforded by the old-age insurance system." The Board is of the opinion that these groups should also be included under the unemployment compensation program.

The Board is studying provisions which might be applicable to the special problems of extending the coverage of old-age insurance to include such groups as agricultural workers, workers in domestic service in private homes, and independent workers, i. e., the "self-employed." The present provisions of the Federal old-age insurance system are designed to meet the circumstances of employment in commerce and industry. Adaptation of these measures, or alternative provisions, obviously will be necessary to bring into coverage workers such as those who receive a large share of their wages in kind rather than in cash; those who are employed by persons little accustomed to keeping wage records or making wage reports; and those who work independently in a trade, business, or profession. Coverage of agricultural and domestic workers has been found feasible under various European systems of social insurance, though ordinarily at a date

subsequent to that at which measures were provided for industrial and commercial workers, and it is believed that methods appropriate to circumstances in the United States can and will be developed.

The feasibility of extending coverage of the old-age insurance system to additional groups is one of several aspects of this program to which the President has asked the Social Security Board to direct its attention. In a letter to the Chairman of the Board dated April 28, 1938, the President declared:

> I am particularly anxious that the Board give attention to the development of a sound plan for liberalizing the old-age insurance system. In the development of such a plan I should like to have the Board give consideration to the feasibility of extending its coverage, commencing the payment of old-age insurance annuities at an earlier date than January 1, 1942, paying larger benefits than now provided in the act for those retiring during the earlier years of the system, providing benefits for aged wives and widows, and providing benefits for young children of insured persons dying before reaching retirement age . . .

The studies previously instituted by the Board in these fields have been carried forward, and it is hoped the results will be sufficiently conclusive to warrant recommendations on some or all of these topics in the very near future.

The method of financing future payments of old-age benefits also has received study by the Board and has been the subject of considerable public discussion. The Board believes that much of that discussion has not been well-informed as to the nature of the responsibilities incurred by the Federal Government under the old-age insurance system or the character and import of the procedures employed by the Treasury Department, under title II of the act, in maintenance of the old-age reserve account. Mention is made in subsequent pages of some of the problems inherent in financing a public program on an insurance basis, under which obligations accrue through many years for payments to millions of workers. Many of these problems would be affected by some of the changes now under discussion, such as extension of coverage of the old-age insurance system, while others are influenced by factors which can be gauged precisely only with continued operation of the program. It is pertinent to discussions of financing old-age insurance to call attention to a statement adopted by the Advisory Council on Social Security on April 30, 1938, after long and careful study:

> The Advisory Council on Social Security has been giving much attention to the problem of financing the old-age insurance system. The Council recognizes that there are other ways of financing the old-age insurance system which upon further study may prove to have greater advantages than the present system. The entire subject, however, is so complex that the Council

> is not yet prepared to express a final judgment as to the method of financing which would be most desirable from a social and economic standpoint . . . The members of the Council, regardless of differing views on other aspects of the financing of old-age insurance, are of the opinion that the present provisions regarding the investment of the moneys in the old-age reserve account do not involve any misuse of these moneys or endanger the safety of these funds.

At that time the Advisory Council also expressed its opinion that no reduction in current tax rates under title VIII of the act should be made at present.

Further Measures for Social Security

The present provisions of the Social Security Act are a comprehensive foundation for effort to avert some of the individual misery and the private and public costs occasioned by old age and unemployment and for alleviation of need among certain helpless groups of the population. A major additional factor, health, already recognized in other provisions of the act, is of crucial importance to the efforts of the States and the Federal Government to promote the well-being of individual families and of the Nation. Except in years when unemployment is widespread, sickness is commonly the leading cause of social and economic insecurity.

During the past year the Chairman of the Social Security Board has continued to serve as a member of the Interdepartmental Committee to Coordinate Health and Welfare Activities appointed by the President in August 1935. The Chairman of that Committee is Josephine Roche, formerly Assistant Secretary of the Treasury, and the members include the Under Secretary of Agriculture and the Assistant Secretaries of the Interior and of Labor. During the year important reports have been prepared for the Interdepartmental Committee by the Technical Committee on Medical Care, which includes representatives of the Children's Bureau, the United States Public Health Service, and the Social Security Board. These reports were transmitted to the President, and at his suggestion a National Health Conference was called by the Interdepartmental Committee in Washington on July 18–20, 1938, to bring the problems of national health and certain recommendations for a national health program before professional groups and the public.

Both these problems and the proposals for a program to meet them are of vital importance to the work of the Board. There can be no doubt that large numbers of the aged, the children, and the blind for whose support the Federal Government and the States and localities are responsible owe their dependency to sickness which might have been prevented or cured or to deaths of breadwinners which

might have been postponed. The Board is concerned also with the situation of unemployed workers who, because they are sick, may not be available for work and so may not qualify for unemployment benefits otherwise due them. Men and women who are unemployed and sick are likely to be more bitterly in need of income than those who are unemployed only. Similarly, a distinction can hardly be drawn between the plight of the worker who is rendered incapable of employment by old age and the worker who is permanently disabled. Moreover, workers who become permanently disabled in early adult life or middle age ordinarily are carrying heavy responsibilities for family support.

The magnitude of the problems arising from sickness is evident in the finding of the Technical Committee that on the average day of the year between 5 and 6 million persons are disabled, permanently or temporarily, by illness; among the permanently and totally disabled, about 2 million are in the ages under 65. The financial burden of sickness upon family incomes and upon the funds of Federal, State, and local governments is revealed in part by conservative estimates which indicate that the annual wage loss occasioned by sickness is in the neighborhood of $1.5 billion, while public and private costs of medical care exceed $3.2 billion. These figures, it should be emphasized, make no allowance for the continuing costs of supporting persons who have become chronically dependent because of sickness or for the costs of caring for those who are dependent because of the continuing disability or premature death of others on whom they would naturally have relied for support.

The recommendations of the Technical Committee on Medical Care comprised, in summary: expansion of public-health and maternal and child-health services under provisions for Federal-State cooperation included in the Social Security Act; expansion of hospital facilities; provisions for public medical care of the medically needy, that is, persons on the relief and public-assistance rolls, and also those who can buy food, clothing, and shelter but have no margin for sickness bills; consideration of a comprehensive program of general medical care for the entire population, supported by taxation or insurance payments or a combination of both methods; Federal action toward the development of insurance against wage loss during temporary and permanent disability, possibly geared into the existing social insurance programs. These recommendations were placed before the National Health Conference for study and discussion, but no action for endorsement was requested or taken. The proposals made by the Technical Committee are, to a certain extent, alternative, since use of insurance principles to protect workers against wage loss during

disability or to provide needed medical services would result in diminishing the need to provide public services for the indigent and others who lack means to pay for necessary medical care.

In its recommendations for Federal action toward development of insurance against disability, the Technical Committee pointed out its belief that the problem is best considered under two headings. There is, first, the problem of the temporarily disabled worker—the worker who has an acute illness and who, after a few weeks or months, probably will recover and return to work. There is, second, the problem of the permanently disabled worker who, by reason of crippling or chronic illness, will probably never again be able to enter gainful employment. Temporary disability may be defined arbitrarily as disability lasting less than 26 weeks, and permanent disability as that exceeding 26 weeks in duration. The administrative problems to be met in these two situations are wholly different, and there are important reasons for believing that the provisions to meet them should not be identical. Insurance against temporary disability, it was pointed out, might be patterned after unemployment compensation. Permanent disability, which presents a situation analogous to that of old age, might be met by an extension of present provisions of the Social Security Act.

The Board believes that there is widespread interest in extension of the social security program on the part of the general public, of workers, employers, professional groups, farmers, and others. It believes also that this concern includes a conviction that promotion of the Nation's health is a major goal for the near future. In considering the future, the Board shares the view expressed by the President: "The enactment of the Social Security Act marked a great advance in affording more equitable and effective protection to the people of this country against widespread and growing economic hazards. The successful operation of the act is the best proof that it was soundly conceived. However, it would be unfortunate if we assumed that it was complete and final. Rather, we should be constantly seeking to perfect and strengthen it in the light of our accumulating experience and growing appreciation of social needs."

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OLD-AGE INSURANCE

The system of old-age insurance established under the Social Security Act is designed to cope with two developments apparent in industrialized countries throughout the world: the increase in the proportion of aged persons in the total population, and the shift from a predominantly agricultural civilization, built up largely on the basis of a domestic economy, to an interdependent organization of industry and commerce through which income is obtained largely in the form of money wages. Studies by governmental and other agencies have made it clear that under current circumstances a large share of the working population cannot hope to amass individual savings or obtain employment which will assure them of self-support in old age. At the same time, the increase in the ratio of the aged to the total population and the decline, under urban conditions, in the opportunities of old people to carry on domestic work of economic value to the household bring a greater strain than in earlier generations on the resources upon which the aged always have had to rely—the assistance of their families and the community.

Scope of the Program

Title II of the Social Security Act makes systematic and orderly provision for old-age income for a large share of the present and future employees in the fields of industry and commerce. The principal provision is for monthly benefits to persons who have attained age 65, in amounts related to the individual's total wages for covered employment after 1936 and before he is 65. The benefit formula is so constructed as to yield proportionately higher monthly payments to those whose total wages, as defined in the act, are relatively low, and no amounts in excess of $3,000 received by an employee from any single employer for employment during a particular year are counted in computing benefits. This title of the act also made payable, starting with 1937, certain lump-sum amounts for which wage earners who cannot qualify for monthly benefits may become eligible at age 65, or which may be claimed by the estate or the surviving spouse or other legally entitled relative at the death of a covered worker prior to that age. These payments also are related to the wages an individual has received in covered employment and, in the case both of lump-sum payments at age 65 and of death payments, equal 3½

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percent of the total amount received by an individual in the "wages" previously mentioned. A lump-sum amount also will be payable to the estate of a worker who has begun to receive monthly benefits but dies before having received as much as 3½ percent of the wage total on which his benefit was computed, representing the difference between that sum and the sum of the benefits he has received.

Provision is made for financing payment of benefits from an old-age reserve account, to which Congress is authorized to make annual appropriations sufficient to provide for the payments required by title II, the amount to be determined on a reserve basis in accordance with accepted actuarial principles. In title VIII of the Social Security Act excise and income taxes are laid on employers and employees, with exception of certain specified categories of employment. For the years 1937–39, inclusive, the rate for the employer's excise tax is 1 percent of his taxable pay roll, and the employee's tax is likewise 1 percent of his taxable wages. For 1940 and each third year thereafter the rate on each is increased by an additional ½ percent until the maximum rate of 3 percent each for employer and employee—a total of 6 percent of taxable pay roll—is reached in 1949 and thereafter. These taxes are part of the general Federal revenue.

The Railroad Retirement Act excepts from title II of the Social Security Act all employments covered by the former. The Carriers Taxing Act similarly modifies title VIII. A separate retirement system, administered by the Railroad Retirement Board, has been set up to cover employees of railroads and certain of their subsidiaries and affiliates.

Old-age insurance is the only program instituted by the Social Security Act which is administered wholly by the Federal Government. The magnitude of the number of potential beneficiaries and of the amounts of future benefits, and the fact that benefits may be based on wages received by an individual through many years and in many places raise problems that could hardly be solved by other than Federal operation. In delivering an opinion of the Supreme Court affirming the constitutionality of the old-age benefit provisions of the act, the late Mr. Justice Cardozo declared that the problem of preventing want in old age is "plainly national in area and dimensions." [1]

The system established under title II of the Social Security Act is designed to promote the security of wage earners in industry and commerce. In effect, the circumstance which has accentuated dependency in old age—the organization of industry and business in interdependent units in which workers and employers are affected by

[1] *Helvering* v. *Davis*, 301 U. S. 619, 644; May 24, 1937.

forces over which they have little control—has been used in evolving methods to provide old-age income to wage earners. A worker's association with covered employment, as evidenced by wages he has received, constitutes the basis of his claim to benefits. In the determination of his claim, no question arises as to whether he has other resources or is in need. The benefit for which he qualifies under the act is his, irrespective of any savings he may possess or any income other than wages received from "regular employment."

The act makes no provision for several large categories of employment, notably agricultural labor, domestic service in private homes, governmental employment, and employment in certain types of nonprofit organizations. The system, further, offers no provision for employers and for the self-employed, i. e., for persons working independently in industry, business, the professions, agriculture, or elsewhere. Exception of most of these groups was occasioned, to a considerable extent, by the administrative difficulties which would arise at the beginning of the system if an effort were made to cover under a single program persons who work under highly diverse circumstances. As is mentioned elsewhere in this report, the Board has repeatedly expressed its conviction that coverage should be extended to additional occupations as rapidly as may be feasible, and has been studying, since its inception, various methods of meeting the specific problems which would arise in extension of coverage to major groups now excepted.

Administration of the Program

The fiscal year 1937–38 was marked by important developments in every phase of the old-age insurance program with the exception of payment of monthly benefits, which is to begin in 1942. The extensive framework of organization required for this Nation-wide system had been erected prior to this year. There remained the necessity to recruit and train the additional personnel required in actual operation of the system; to fill out the organization planned for conduct of field activities; and to make, under continuously vigilant observation, the first extensive trial of the methods and procedures established to administer a system of old-age insurance which is unparalleled in size and in the pace at which operations have gone forward.

Responsibilities of the Board

Responsibility for administration of the old-age insurance system is divided between the Social Security Board and the Treasury Department. The Secretary of the Treasury is responsible for main-

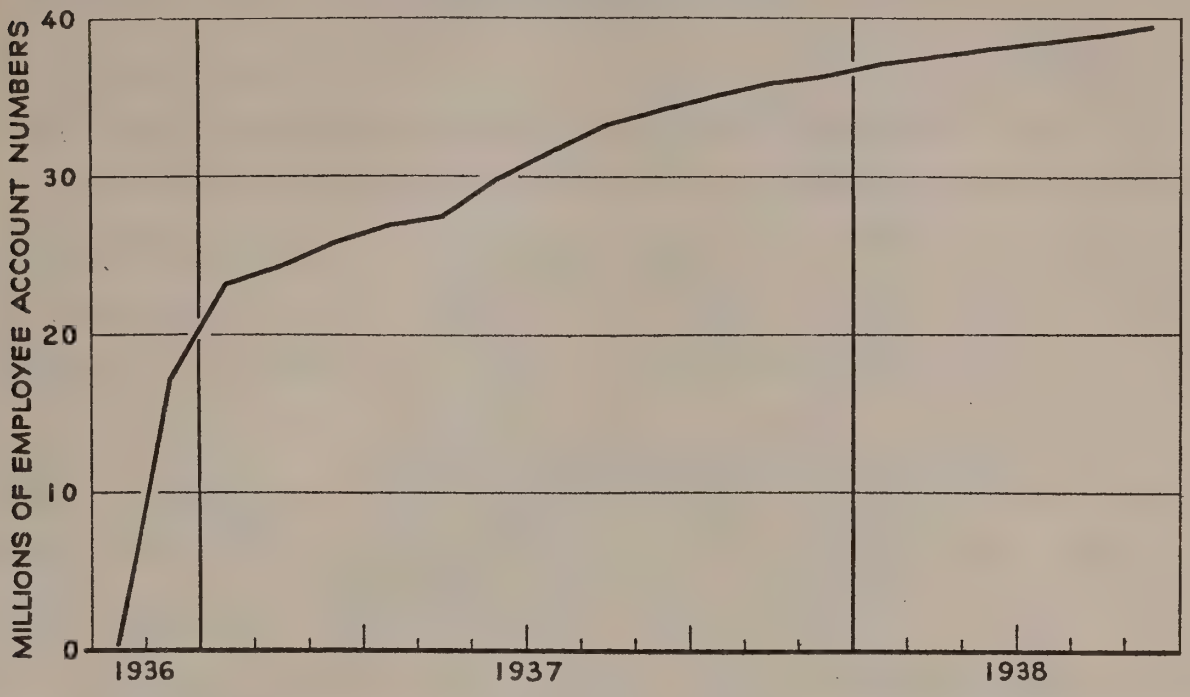
taining and investing the old-age reserve account and for recommending the amounts to be appropriated annually to that account. The Treasury Department is responsible for administering the tax provisions of title VIII of the act. The Social Security Board is charged with responsibility for determining the eligibility of individuals to benefits and for certifying claims to the Treasury for payment. Under the general mandate in section 702 of the act, the Board also is charged with responsibility for studying and recommending methods of providing economic security through this and other forms of social insurance. The duties of the Board with respect to old-age insurance are allocated largely to the Bureau of Old-Age Insurance, which collaborates with other offices of the Board charged with responsibility for legal activities, research, actuarial studies, and public information.

It was evident at the outset that it would be essential to decentralize many operations under the program so that contacts could be made and maintained with the employees and employers directly concerned. Large and important aspects of administration, therefore, are handled by field offices, which have been established in the 48 States, the District of Columbia, Alaska, and Hawaii. At the close of the fiscal year 1937–38, 316 offices were in operation. It is contemplated that additional offices will be required as the number of claims increases and as claims to monthly benefits become payable. The field offices are under the technical supervision of the Bureau of Old-Age Insurance and receive general administrative supervision from the directors of the regions into which the jurisdictions subject to the Social Security Act have been divided.

At the present time, the recordkeeping operations, through which accounts have been established and are being maintained for the millions of persons covered by the system, are conducted at offices of the Board in Baltimore. These operations have been organized within the Baltimore office along the lines of the Board's regional divisions. An important part in helping to attain completeness and accuracy for these records is allocated to the field offices. When an employer's report does not make it wholly clear to which individual account a wage item should be posted, the matter is referred back to the field office in the area where the firm is located, and the field staff makes every effort to obtain the necessary information.

During the fiscal year 1937–38 there was a rapid development of operations under the old-age insurance system, both in the Washington and Baltimore offices of the Board and in the field. Beginning with July 1937, the field offices of the Board took over the assignment of account numbers from the Post Office Department, which previously had been responsible for contacts with individual applicants. There

Chart 2.—Old-age insurance: Employee account numbers issued, cumulative by months, November 1936–June 1938



was an anticipated increase in the number of claims for lump-sum payments received in the field offices and forwarded to Washington for certification by the Board. Beginning in January 1938, the first test was made of the recordkeeping system in Baltimore as employers' wage reports were received by the Board from the Bureau of Internal Revenue, after audit for tax purposes; this system has proved effective in meeting an even heavier strain than had been anticipated.

Identifying Covered Workers

The initial task of the Bureau of Old-Age Insurance, described in the Second Annual Report to Congress, was to establish a method of identifying the millions of persons who were to be covered by the system so that a complete and accurate record could be kept of the wages to be attributed to each in computing his benefit when it became due; such records are essential also for estimates of the current and future obligations of the Federal Government under the system. This objective has been attained through the assignment of individual account numbers in response to applications from workers.

Employee account numbers

During the fiscal year 1937–38 more than 9.6 million account numbers were issued in response to workers' applications, bringing to more than 39.6 million, as of June 30, 1938, the total of these numbers issued since the initial distribution of application forms in November 1936. Assignment of the bulk of these account numbers was made by the Board during early months of this period, nearly 60 percent

of them in December 1936 and January 1937. Throughout the fiscal year 1937–38 there was an irregular decline in the volume of current applications. Account numbers issued ranged from a monthly maximum of more than 1.9 million in July 1937 to less than 407,000 in May 1938. During the last six months of the fiscal year, on the average, about 480,000 account numbers a month were issued.

It is probable that the very large majority of workers more or less regularly attached to covered employment had received account numbers before January 1938. In addition, account numbers were assigned during those initial months, and to some extent subsequently, to individuals who were not engaged in covered employment at the time they made application and may never be so engaged. Since account numbers are used for recordkeeping purposes by State unemployment compensation agencies, they have been assigned to workers covered by State unemployment compensation laws who, by reason of their age or current occupation, were not eligible to participate in the old-age insurance system. They have also been assigned to unemployed workers, to young persons looking for a first job, and, in cooperation with the Works Progress Administration, to workers on WPA projects, on the ground that possession of a number may be helpful to an individual who is seeking covered employment. For these reasons, the figures for account numbers issued cannot be taken as a measure of the number of persons who have been or are engaged in employment covered by the old-age insurance system. Those issued in the later months of the fiscal year doubtless represent, to an increasing extent, new entrants into such employment—i. e., young workers added to the Nation's labor force and workers transferring from other occupations.

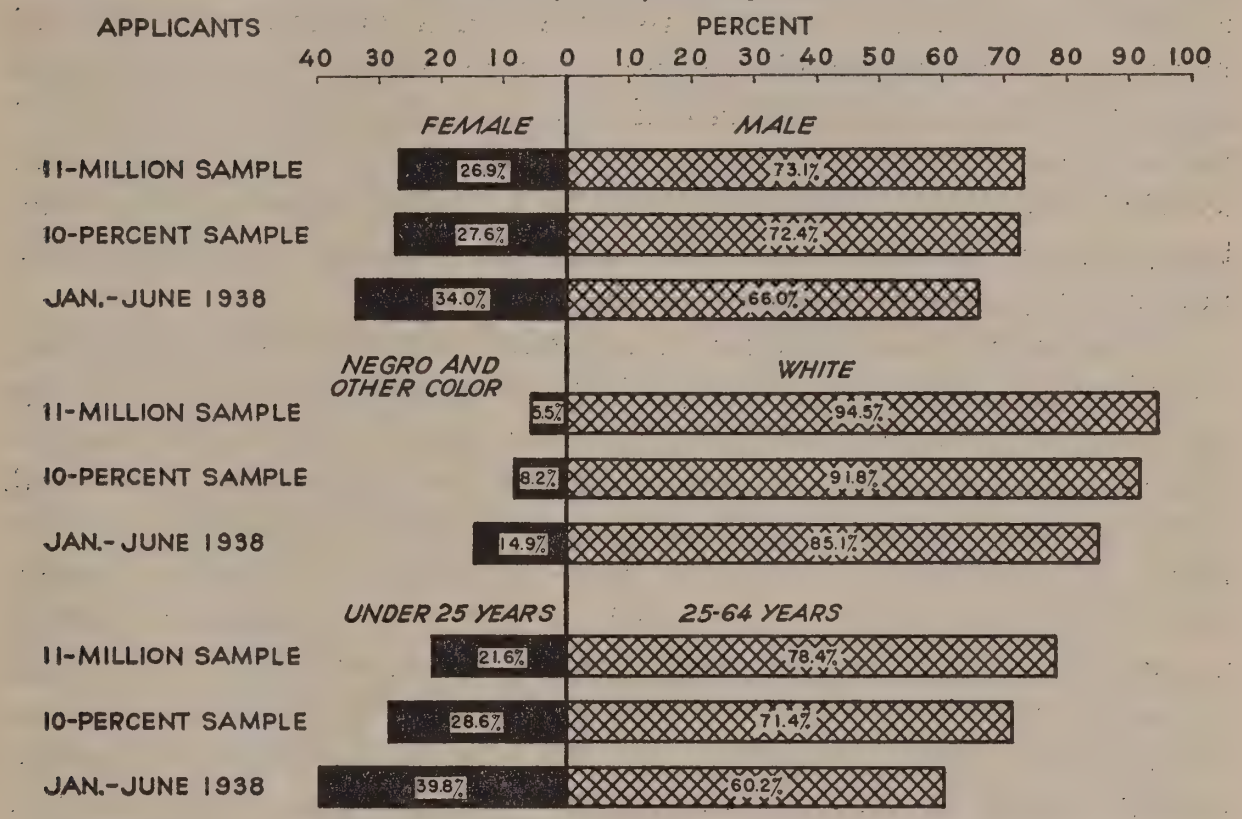
Characteristics of account holders

Two extensive studies have been made of the groups of persons who hold account numbers. The first comprises some 11.4 million applications received during the first four or five months, and includes not less than 40 percent of the applications then received from each State or other jurisdiction.[2] The second, including some 3.6 million applications, is a 10-percent random sample of all applications received and placed in an actuarial file by December 31, 1937. The former probably represents predominantly the individuals actually engaged in covered employment at the time the initial enumeration was under way; the latter reflects the larger and somewhat more heterogeneous group who had made application at any time during the first 14 months, including workers in various seasonal types of covered

[2] *Social Security Bulletin*, Vol. 1, No. 4 (April 1938), pp. 67–81.

employment. It seems apparent, both from the volume of applications and from data obtained from wage records, discussed in later pages, that seasonal and other factors in labor turn-over are serving to extend protection under the old-age insurance system to a larger proportion of the total labor force of the country than had been anticipated; apparently many workers ordinarily engaged in other

Chart 3.—Old-age insurance: Distribution of applicants for employee account numbers, by sex, color, and age[1]



[1] See tables B-4 and B-5.

occupations enter covered employment at some time during a year and therefore receive, even though only occasionally or sporadically, some wages which may be counted toward old-age benefits.

Despite the differences in time and method, these two studies reveal few clearly demonstrable differences in the distributions of applicants by age, sex, and color. The 10-percent sample shows a slightly larger percentage of women and a somewhat larger percentage of Negroes than were reported in the applications of the early period. Young workers—i. e., those aged less than 25 years—also constituted a somewhat larger percentage of the total in the 10-percent sample. Comparison of the groupings in either study with monthly analyses of all applications received during the period January–June 1938 shows that young workers, women, and Negroes represent considerably higher proportions of the applicants in these later months than in the periods covered by the two studies.

Comparisons also have been made of the characteristics of the applicants included in these studies with those shown by similar analyses of all gainful workers enumerated in the 1930 census. The latter, of course, includes workers in agriculture, the self-employed, and other occupational groups excepted from the provisions for old-age insurance. Here also the deviations are not great. In general, the population represented by both studies is somewhat younger than that shown by the census of all gainful workers in 1930 and comprises a larger proportion of women workers and a smaller proportion of Negroes. It is impossible to say to what extent these differences arise from occupational shifts and changes in the age composition of the total population during the period since the census was taken and to what extent they may be attributed to actual differences between the group of persons who hold account numbers and the entire population gainfully occupied at the present time.

By and large, these analyses of applicants for account numbers may be taken as showing that protection of old-age insurance is being extended to a large cross section of the labor force of the Nation. The high representation of women workers, and especially of girls and young women, shown by both studies may reflect increasing employment of women in commerce and industry. Doubtless, many women remain in such employment for only a few years and leave it at marriage. The fact, however, that a large share of the women are in the younger age groups of account holders suggests that in the future many wives or widows will be able to qualify for monthly benefits at age 65 in their own right. A more precise view of the characteristics of the population covered by the program will be available from analyses of data on individuals who are known, from wage reports, to have been engaged in covered employment and to have received wages which count toward benefits.

When workers' application forms are received at the Baltimore offices of the Board, the information they provide is used in setting up the individually numbered ledger accounts to which are posted the amounts of the wages reported for a worker by each of his employers. The various processes involved in setting up these ledger accounts were described in the Second Annual Report of the Board. In order to safeguard the basic information provided by the applications and to conserve space, the original forms have been photographed on spooled micro-film. A filing cabinet which holds 60,000 application forms will contain spooled film picturing 4.2 million forms, and for reference purposes the filmed picture can be located as rapidly as the original document in a conventional filing system. One set of the filmed record has been deposited in the National Archives for

permanent safekeeping against such hazards as fire. This set, as well as all other records, is kept confidential and can be used only for the purposes of the Social Security Act.

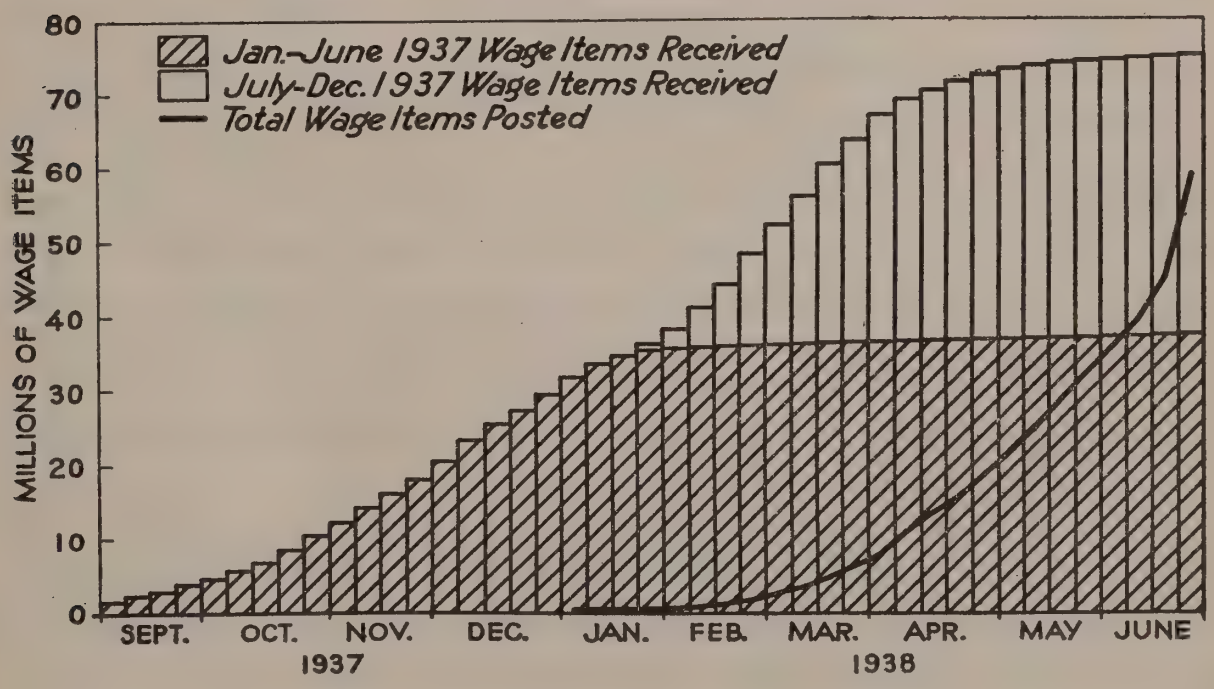
Wage Records

Before the first wage reports were received from the Bureau of Internal Revenue, ledger accounts had been set up and stood ready for the wage entries. During the fiscal year, procedures were reviewed continuously and in many instances improved and simplified. Use of modern mechanical methods in maintaining employee accounts has made it possible to carry operations forward rapidly and economically. It is estimated that the cost of maintaining a worker's account averages less than 20 cents a year.

Employers subject to title VIII of the Social Security Act made returns to the Bureau of Internal Revenue for each of two reporting periods in the calendar year 1937, itemizing the names and account numbers of all individuals to whom they had paid taxable wages during each reporting period and the amount of the wages paid to each worker for employment during that period. After audit for tax purposes, these returns were forwarded to the Board so that the wage items reported by employers could be posted to the individual employee accounts. This posting was begun in January 1938.

A substantially complete count of the returns for the calendar year 1937 shows that for each of the two six-month reporting periods the Board received approximately 1.7 million employer returns. For these

Chart 4.—Old-age insurance: Employee wage items for 1937 received and posted, cumulative by weeks, September 1937–June 1938



two periods in the calendar year, reports were made of more than 74 million wage items and of taxable wages exceeding $28 billion.[3] It must be emphasized that each wage item relates to the amount of the taxable wage paid to a worker during a reporting period by a single employer. Workers who shifted from job to job within the six-month period received taxable wages from two or more employers. The number of employee wage items for a reporting period is, therefore, considerably larger than the number of individuals to whom these amounts were paid. It is estimated that the wage items reported for the calendar year 1937 relate to more than 32 million different persons who received taxable wages for employment at some time during that year.

This figure represents a majority of the gainfully occupied population of the United States. It had been estimated in advance that the old-age insurance system would cover some 25 or 26 million full-time jobs. The difference between the estimated number of jobs and the estimate of 32 million or more individuals who received taxable wages in 1937 is to be accounted for largely by labor turn-over. Figures for even a year represent to some extent the cumulative nature of coverage under the old-age insurance system. Within a year, some persons leave covered employment for other occupations or withdraw from the labor market, and others take their places; as a result of this turn-over, the number of individuals who receive taxable wages at some time in a year obviously is greater than the number who are receiving such wages at any one time. Over a period of years, the number of individuals who have some rights toward benefits by reason of past or current employment will constitute an increasing proportion of the total population of the Nation, though many workers who engage only intermittently in covered employment may not receive total wages sufficient to qualify them for monthly benefits.

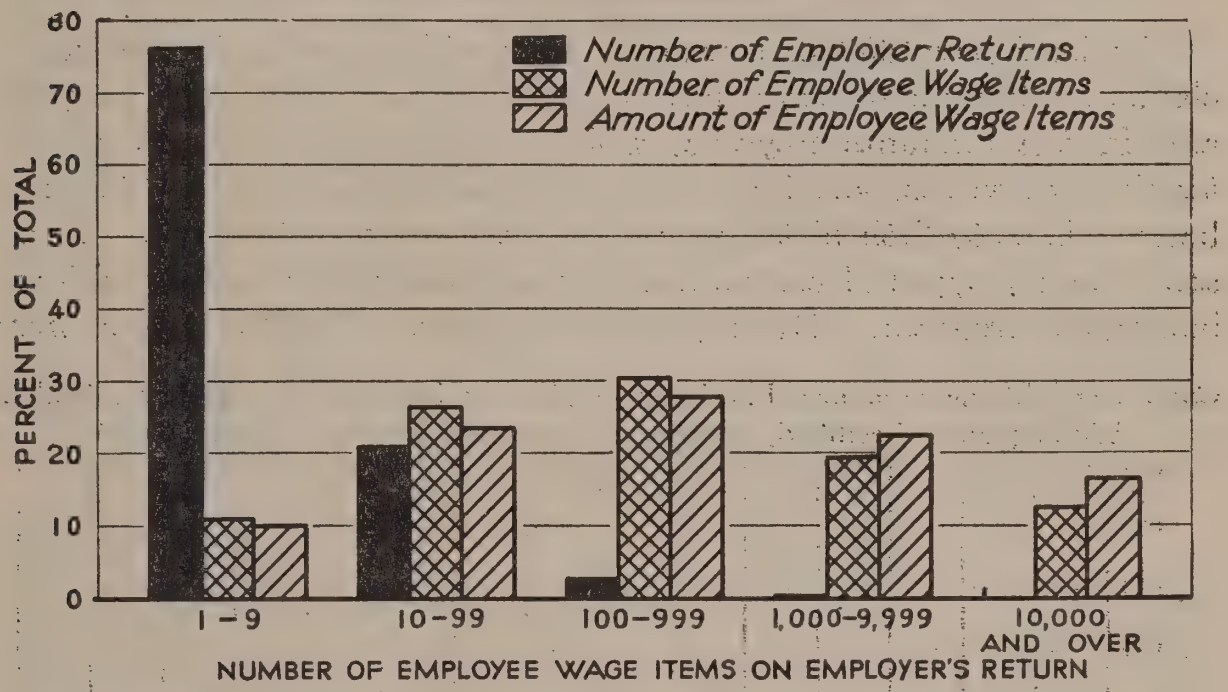
It seems clear, moreover, that there is a larger number of workers than had been anticipated who receive wages in covered employment irregularly or at certain seasons of the year. Teachers, for example, who take clerical jobs during a summer vacation may obtain rights toward benefits which they would not acquire in the course of their usual occupation; so also may housewives who work in canneries for a few weeks or months during the peak season or who take jobs in stores during only the Christmas rush, or agricultural workers who are employed in factories during the winter.

References have been made in general discussion to workers "excluded" from the old-age insurance system; it should be emphasized that exclusion refers not to persons but to certain types of occupations

[3] For a tabulation of substantially complete reports for 1937 see tables B–6, B–7, and B–8.

or employments, and that a considerably larger share of the workers of the country will be able to qualify for benefits than would appear from a classification of persons gainfully occupied at a given time. Provision is made under title II for some type of payment to every worker who has received taxable wages at any time in his life for employment after 1936 and before he is 65. Doubtless many persons engaged in covered employment only occasionally or seasonally will receive the required minimum in total wages ($2,000) and meet the other requirements for monthly benefits.

Chart 5.—Old-age insurance: Distribution of employer returns and employee wage items by number of such items on each return, July–December 1937[1]



[1] See table B–8.

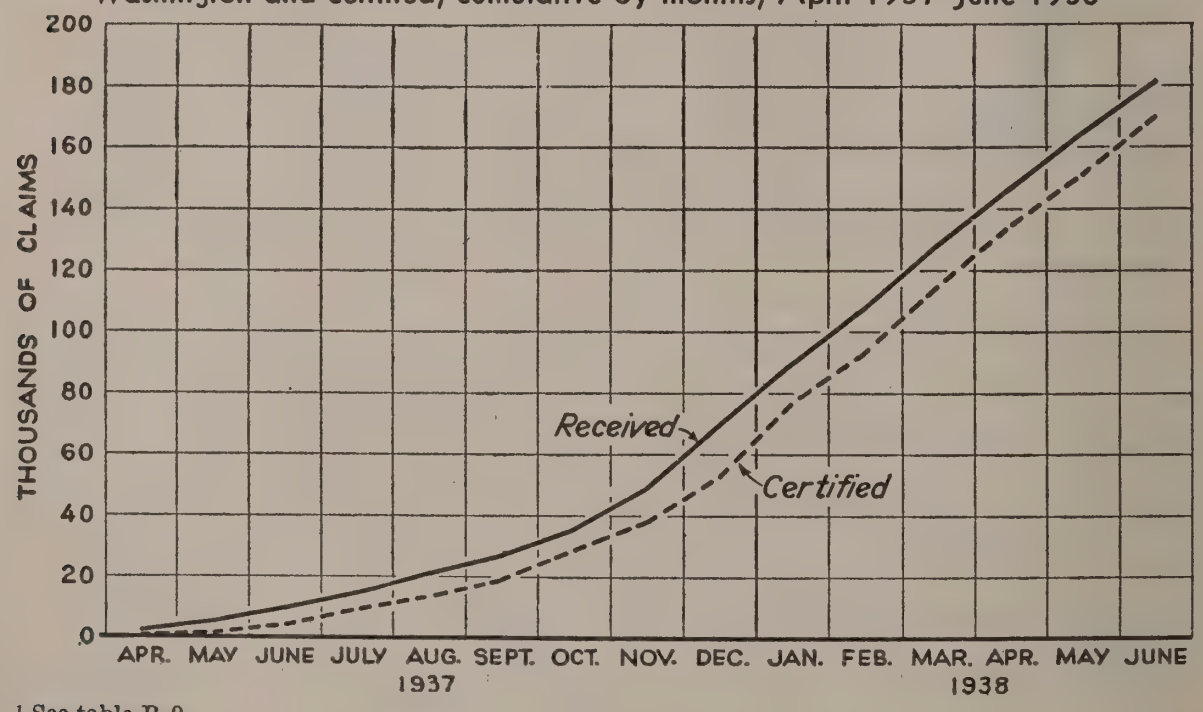
Beginning with the calendar year 1938, wage reports have been made quarterly by employers and, through the collaboration of the Treasury Department and the Social Security Board, reporting requirements have been simplified. By October 15, 1938, approximately 1.8 million employer returns for the first quarter of the calendar year 1938 had been received by the Social Security Board from the Bureau of Internal Revenue. These returns reported a total of approximately 27 million wage items. For the second reporting period in this calendar year, i. e., April–June 1938, the Board had received 1.7 million employer returns including 26.9 million wage items. These figures do not represent complete totals, since additional returns are still coming in; but the further accretions will be small. Data on the amount of wages reported for these periods are not yet available. It is clear that the number of employee wage items received for the

three-month periods in 1938 cannot be compared with the totals for the six-month reporting periods in the preceding year because of turn-over in employment; during the longer period there will be more instances in which wage items relating to an individual are reported by several employers. Another important factor affecting comparisons of figures for reporting periods within the fiscal year is the continued decline in employment in the winter and spring of 1938. Over a period of years, analyses of these wage reports will provide significant data on business trends hitherto not available for so large a sector of industry and commerce.

Claims for Lump-Sum Payments

The fiscal year 1937–38 saw an anticipated increase in the number of claims for lump-sum payments under the old-age insurance program and in the amounts payable, which represent 3½ percent of the taxable wages received by a worker for employment after 1936 and before his sixty-fifth birthday or his death prior to that age. These are the only types of claims now payable under the Federal old-age insurance program. During the fiscal year 171,545 claims were

Chart 6.—Old-age insurance: Number of claims for lump-sum payments received in Washington and certified, cumulative by months, April 1937–June 1938[1]

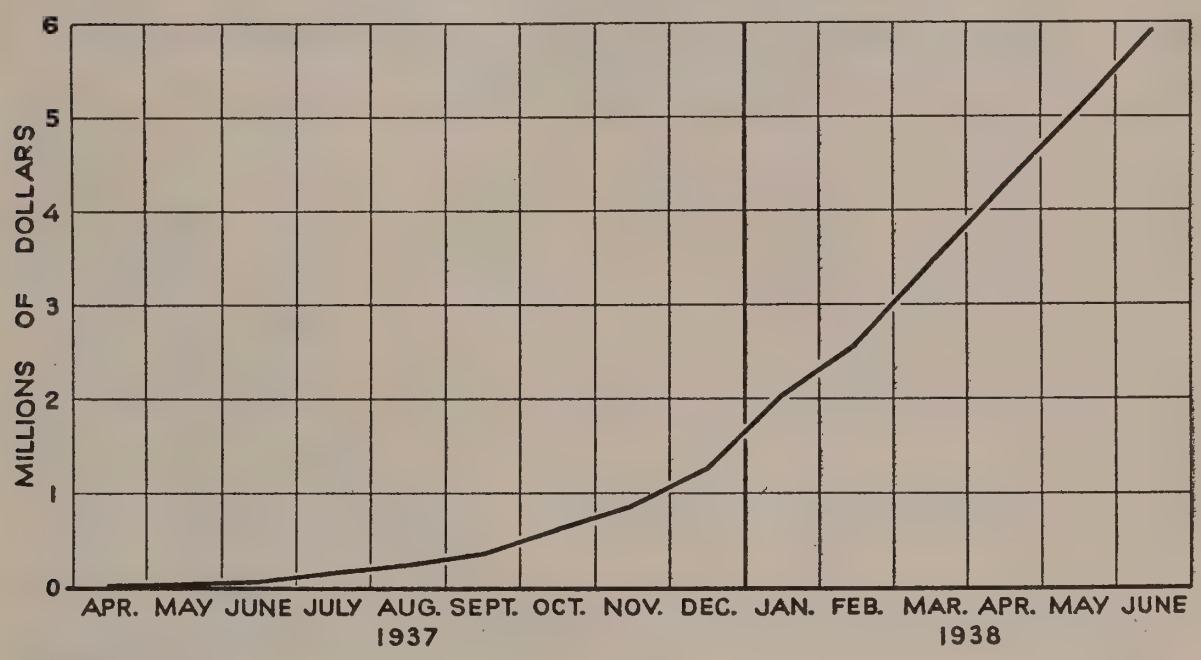


[1] See table B–9.

received in the Washington offices of the Board, and 165,203, representing an aggregate of nearly $5.9 million, were certified to the Secretary of the Treasury for payment. At the close of that year the Board had certified a total of 169,622 claims since such claims became payable in January 1937; of these, 92,855 were claims for death pay-

ments and 76,767 for lump-sum payments at age 65. The average amounts of claims certified during that period were very similar for the two types of payments—$34.64 and $35.16, respectively. The increase in the levels of payments as the time lengthens over which wages may be counted in computing them is evidenced by comparison of the average for all claims certified in June 1937—$14.44—and

Chart 7.—Old-age insurance: Total amount of lump-sum payments certified, cumulative by months, April 1937–June 1938[1]



[1] See table B-9.

averages for claims certified in the last month of each of the quarters of 1937–38: September 1937, $22.51; December 1937, $27.16; March 1938, $38.29; June 1938, $47.70. Average payments will continue to increase in amount.[4]

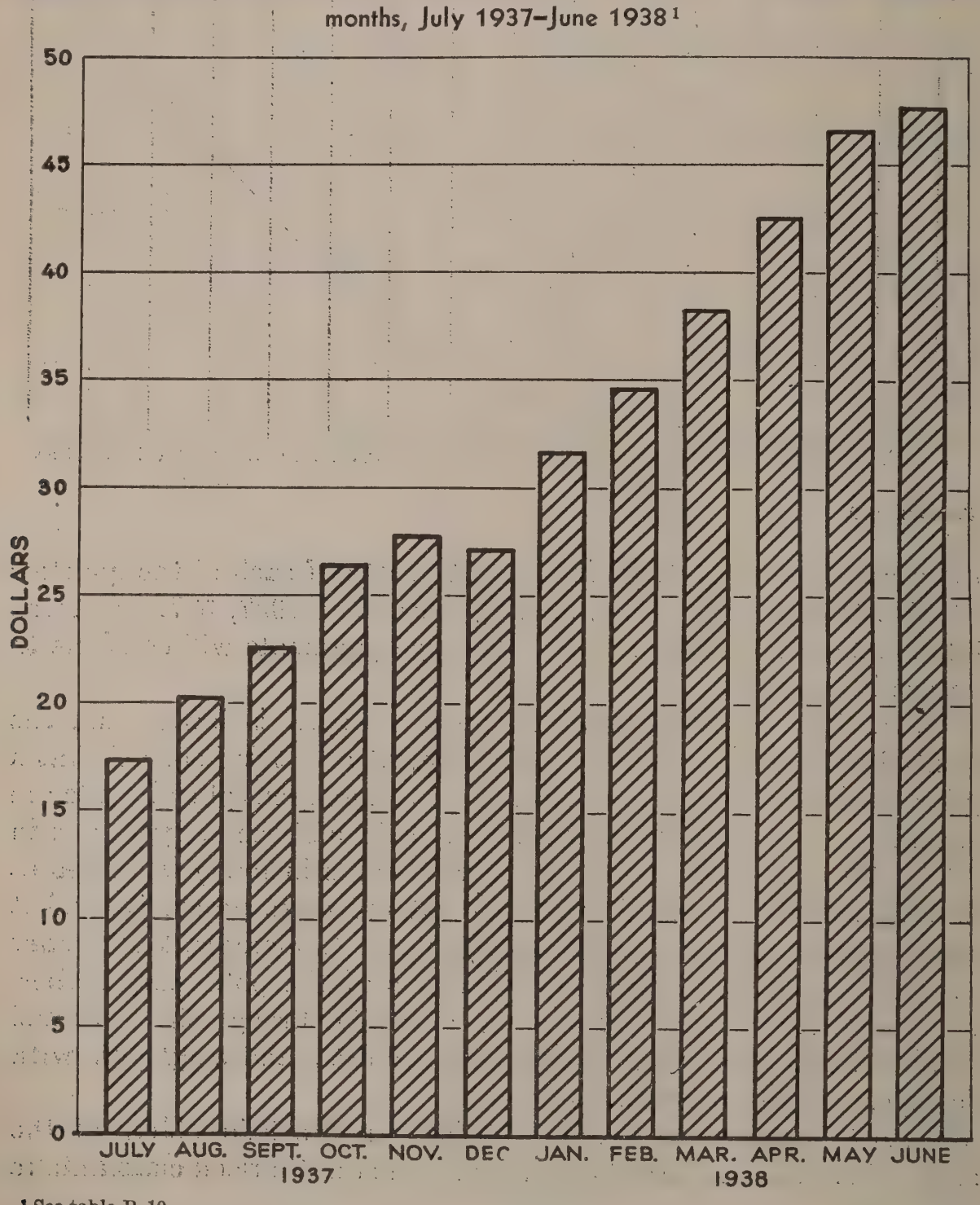
The number of claims received by the Board is lower than the potential number indicated by early estimates. It is believed that a lag is occasioned in part by the fact that some potential claimants are not aware of their rights under these provisions of the program and in part by the necessarily small amounts payable in many instances at this initial period. Claims are being entered more promptly, and it seems probable that, as the amounts continue to increase, the number filed will constitute increasing proportions of the potential number. Educational efforts have been made, especially through the personnel of regional and field offices, to acquaint workers and employers with this aspect of the program.

Claims ordinarily are handled initially in the field offices of the Board, where the staff assists workers or other authorized claimants to

[4] The average for payments certified by the Board in October 1938 was $61.81.

assemble the necessary information and fill out the required forms. Procedures have been made as simple as is possible in view of the requirements of the law and the responsibilities inherent in handling public funds. When the necessary data have been assembled, the claim is forwarded to Washington for adjudication and certification to the Treasury. Adjudication of a worker's claim for a lump-sum payment at age 65 involves four prime factors: identity, age, work in covered employment, and wages. Information contained in the

Chart 8.—Old-age insurance: Average amount of lump-sum payments certified, by months, July 1937–June 1938[1]



[1] See table B–10.

pertinent forms is checked to determine the acceptability of the evidence presented. In adjudicating a claim payable to a worker's relatives or estate after his death, it is necessary to have additional information, i. e., proof of death and of the relationship of the claimant. It is often necessary also to have an opinion of the General Counsel of the Board as to the applicability of State laws of inheritance, exemptions, and priorities, since the Board may pay amounts not exceeding $500, otherwise payable to an estate, to the persons found by the Board to be entitled to receive them under the law of the State in which the deceased worker was domiciled. Some 2,500 opinions on such points have been supplied by the Office of the General Counsel.

Increased experience and improved procedures for handling claims have cut down very considerably the time required for these processes. For claims certified at the beginning of the fiscal year the time required for all steps from receipt of the claim in the field office to issuance of the check by the Treasury averaged a little more than 36 calendar days for claims for payments at age 65 and a little more than 41 calendar days for claims for payments at death. Analysis of claims certified in June 1938 indicates that despite the greater volume of adjudication, the time required for handling all processes from receipt in the field to issuance of the check had been reduced to an average of less than 22.5 calendar days for claims at age 65 and less than 25 days for claims at death.

Financing Old-Age Insurance

Benefits under the Federal old-age insurance program are paid from the old-age reserve account maintained by the United States Treasury Department in accordance with the provisions of the Social Security Act. Data on operations conducted in the fiscal year and on the status of the account as of June 30, 1938, supplied by the Treasury Department, are given in the appendix.

Among events significant for the financing of old-age insurance was the decline during the fiscal year in employment and pay rolls and consequently in taxes payable under title VIII of the act. As a result of the decline in pay rolls, the obligations incurred by the Federal Government in 1937–38 for future payments to potential beneficiaries under the program were somewhat less than would otherwise have been the case, since benefits are based on wages received in covered employment; tax payments, of course, also were less than the amounts estimated in appropriating the annual "premium" authorized by the act for transfer to the old-age reserve

account. A further factor affecting the amount of taxes collectible in the year resulted from a change in procedures. Beginning with January 1938, these taxes were payable quarterly rather than monthly; collections relating to covered employment in the last quarter of the fiscal year therefore were not made until after that year had ended.

The Old-Age Reserve Account

Cumulative collections under title VIII of the act, as of June 30, 1938, were substantially equivalent to the sum, as of that same date, of cumulative transfers from appropriations to the old-age reserve account and cumulative disbursements for administration of old-age insurance and for lump-sum payments to beneficiaries. A further transfer of $38 million was made to the account on July 1, 1938. Of the $500 million appropriated by Congress to the old-age reserve account for the fiscal year 1937–38, in accordance with the act's authorization, a balance of $113 million remained on June 30, 1938, and was reappropriated for the year 1938–39. As of June 30, 1938, the holdings of the account comprised $662.3 million in special 3-percent Treasury notes plus a balance of $1.9 million to the credit of the disbursing officer. Interest on reserve account holdings, which is credited at the end of each fiscal year, amounted to $15.4 million for 1937–38.

The use of a reserve basis for financing old-age insurance has been the subject of considerable discussion during the fiscal year and of much study by the Board. A reserve system implies a recognition of certain factors which have sometimes been overlooked in general public discussion. Among these are future increases in disbursements. Under a system which pledges future payments based on wages received over a period of years, expenditures will rise as average benefits become larger because of the accumulation of earnings over lengthening periods of employment, and as increasing numbers of persons covered by the system become eligible for benefits.

Beginning with 1942, qualified workers who retire at 65 or later will be entitled to monthly payments for the rest of their lives so long as they do not reenter regular employment. The number of these beneficiaries will increase for many years until the system reaches a temporary balance between the number first eligible for monthly benefits in a given year and the number for whom benefits are terminated in that year by death. Under the old-age insurance system or any alternative method of making social provision for the aged the changing age composition of the population will serve to increase future costs. Birth rates were relatively high at the beginning of the twentieth century, and as a result of the subsequent decline,

especially in recent years, persons aged 65 or more will comprise for many years to come an increasing proportion of the total population. As in the past, this change in age composition may be accelerated by progress in sanitary and medical science, which is serving to increase the proportion of the population who live to reach middle age and old age. It was estimated in 1935 by the Committee on Economic Security that by 1970—that is, by the time persons now in their early thirties reach retirement age—individuals aged 65 and over will constitute one in ten of the total population.

Many millions of men and women of all ages, from boys and girls in their teens to persons who are nearing or have reached age 60, are now building up, under title II of the act, rights which will entitle them to monthly old-age benefits when they are 65. The amounts which the Congress appropriates each year to the reserve account, to be invested in Government bonds or obligations guaranteed by the United States, represent the provision which the Government is making, year by year, for future payments to such workers when they are old. The act specifies that the obligations purchased for the account shall bear interest at not less than 3 percent a year. The purpose underlying the enactment of the legislation was that the account, including both appropriations and interest, would make it possible to finance the benefits pledged for the future with ultimate tax rates no higher than the maximum of 3 percent each for employers and employees now specified in title VIII for 1949 and thereafter.

Methods of Financing

There are many ways in which an old-age insurance system may be financed. Among these are use of general or special taxes or of contributions paid by covered workers and their employers, or various combinations of taxes and contributions. Sometimes a system financed largely by contributions from workers and employers receives additional support in the form of a government subsidy. In any of these combinations a reserve may or may not be accumulated. It should be pointed out that the choice of a method of financing social insurance is governed by such factors as the period over which the system has been in operation, the nature and extent of the risks covered, and the proportion of the population to which the program applies. While the present coverage of our Federal system affords protection to a large share of the gainfully occupied population, an opportunity to qualify for benefits has not yet been extended to all workers. When coverage is limited, a subsidy from general tax funds for the support of a system means, in effect, a tax on all for benefits for which not all can qualify. Alteration of present coverage pro-

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visions or the institution of different rates or other forms of benefits might change very substantially the nature of the relationships now assumed between the present tax and reserve provisions of the Social Security Act.

These and other questions relevant to financing the old-age system have been under careful study by the Board. During the past year, the Advisory Council on Social Security also has considered these matters in relation to present provisions of the act from the many points of view of its members, who represent employees, employers, and the general public. The Board wishes to call attention to statements concerning the present system adopted by that Council in April which are quoted in part on pages 17 and 18 of this report. At that time the Council also recommended that no reduction be made at present in the current rate of taxation under title VIII of the act since "information will not be available for some time concerning (a) tax collections under the title under varying conditions of business, (b) effective coverage under taxes and benefits, (c) average covered wages, period of coverage, time of retirement, rate of mortality, and average amount of benefits, (d) possibilities of covering farm labor, domestic employees, or self-employed persons and (e) the possibility of widening the scope of benefits."

Future Development of Old-Age Insurance

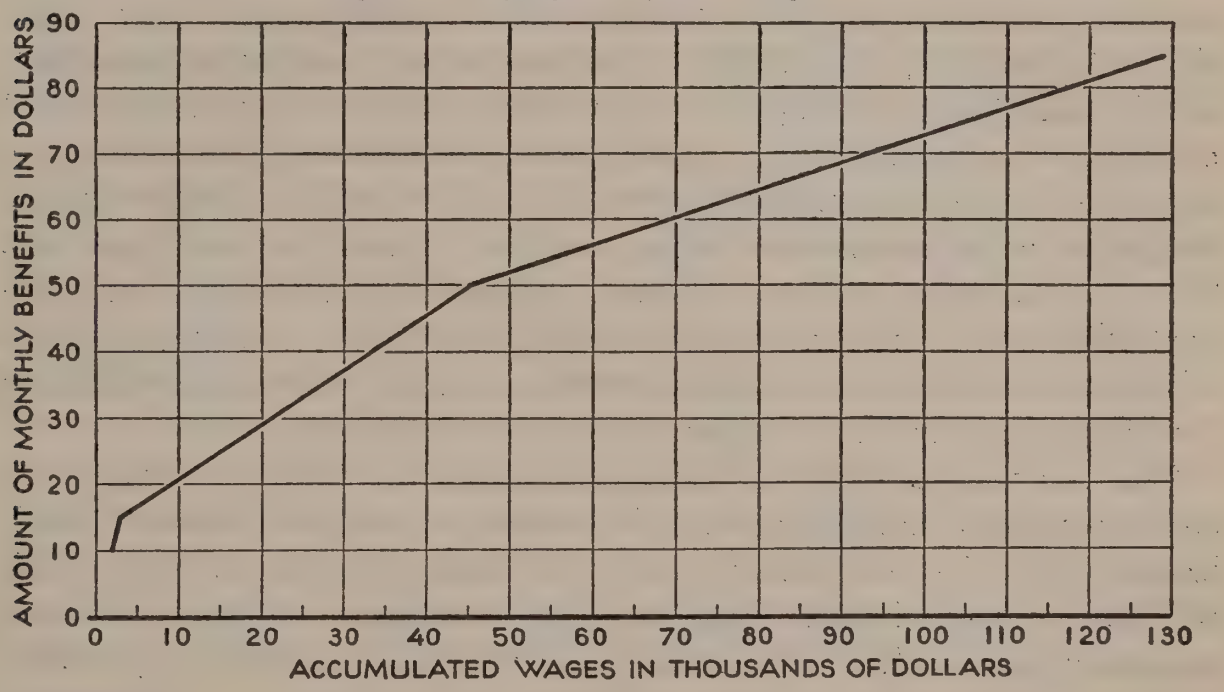
In addition to studies of the financing of old-age insurance, the Board, at the direction of the President, has considered a wide variety of questions concerning the possible revision or extension of the Federal program. These questions include the advisability of providing for the payment of monthly benefits earlier than 1942; higher monthly benefits for workers who qualify in the early years of the program; extension of benefits to workers incapacitated before age 65; less rapid increase of taxes under title VIII; allowances for dependents and survivors of insured persons; and the extension of coverage to occupational groups now excluded. During the year the different features of such plans have been analyzed.

Doubtless many workers now in excepted occupations may acquire benefit rights at some later periods by working in covered employment. Such rights, however, would not be as complete and as extensive as would be the case if provisions were modified to bring some or all of the excepted occupations under the system. Consideration of the costs of the system must also take into account individuals who usually work in excepted occupations but engage in covered employment from time to time to an extent sufficient to qualify them for monthly old-age benefits. The present benefit formula is so con-

structed as to yield relatively higher benefits to workers whose aggregate wages from covered employment are low, a group which will include many persons who are engaged in covered employment only occasionally and who work elsewhere during most of their lives. Full coverage of workers in the excepted occupations, therefore, probably would decrease the relative costs of the system.

While the present coverage provisions specify a considerable number of exceptions, with special problems connected with each, there are certain general considerations which govern the excluded employments and occupations. The most important general differentiation within the excepted group is the distinction between those in which there is an employer-employee relationship and self-employment, where there is not. Workers in the former are, in substance, in a

Chart 9.—Old-age insurance: Relation of amounts of monthly benefits to total taxable wages for employment prior to age 65[1]



[1] See table B-1.

situation similar in many respects to that of covered workers, and they may be included in the system without changing its present nature. To include the self-employed within the present program would require specific adjustments.

The excepted employments may be further subdivided into those which were excluded for miscellaneous reasons and those excluded primarily for administrative reasons. In the former group there are employment in nonprofit organizations, maritime employment, and public service—Federal, State, and local. Some of these employments were excluded because of constitutional limitations; some because they are considered to be covered by existing programs; and

some for historical reasons. There are no serious impediments to the inclusion of all these groups except that certain differentiations in procedure might be necessary for legal reasons.

The employments excluded primarily for administrative reasons are agricultural labor, domestic service in private homes, and casual labor not in the course of the employer's business. In general, the dominating administrative reasons for excepting these types of employment are: first, the high ratio of employers to employees, which means that employer tax returns would be difficult to handle; second, earnings which in many cases consist largely of payments in kind and hence may lead to certain administrative difficulties in determining income and in collecting the necessary contributions. Coverage of agricultural workers and coverage of domestic servants present difficult problems of tax collection and of wage recording. Once it is recognized that in the long run many of these workers will acquire account numbers and may, through other employments, gain some rights to benefits, and, further, that an administrative organization will be maintained throughout the country, the question is somewhat changed. In broad terms, there are no insurmountable difficulties involved in the extension of coverage to these two particular classes, though in some instances specific measures remain to be worked out. The outstanding problem is how to obtain sufficiently complete participation of such groups to protect the finances of the program without undue increase in administrative costs. Various possibilities for accomplishing this purpose have been canvassed.

The Board feels that the experience gained in the first three years and the rapidly mounting body of information available through studies and from the results of present operations have laid a basis which will soon warrant further steps to make the system of Federal old-age insurance more inclusive in its provisions and more generally applicable.

· III ·

UNEMPLOYMENT COMPENSATION

In unemployment compensation, employers, and in some States employees also, contribute a definite proportion of pay rolls or wages to a special fund, from which qualified unemployed workers may draw benefits, limited as a rule by the amount of their prior employment or wages. In its principles unemployment compensation is similar to Federal old-age insurance, since benefits and wages are related. Under the unemployment compensation program the hazard against which protection is available is the recurrent, short-term risk of involuntary unemployment while employable; under the old-age insurance program, it is the future, long-term unemployability of old age.

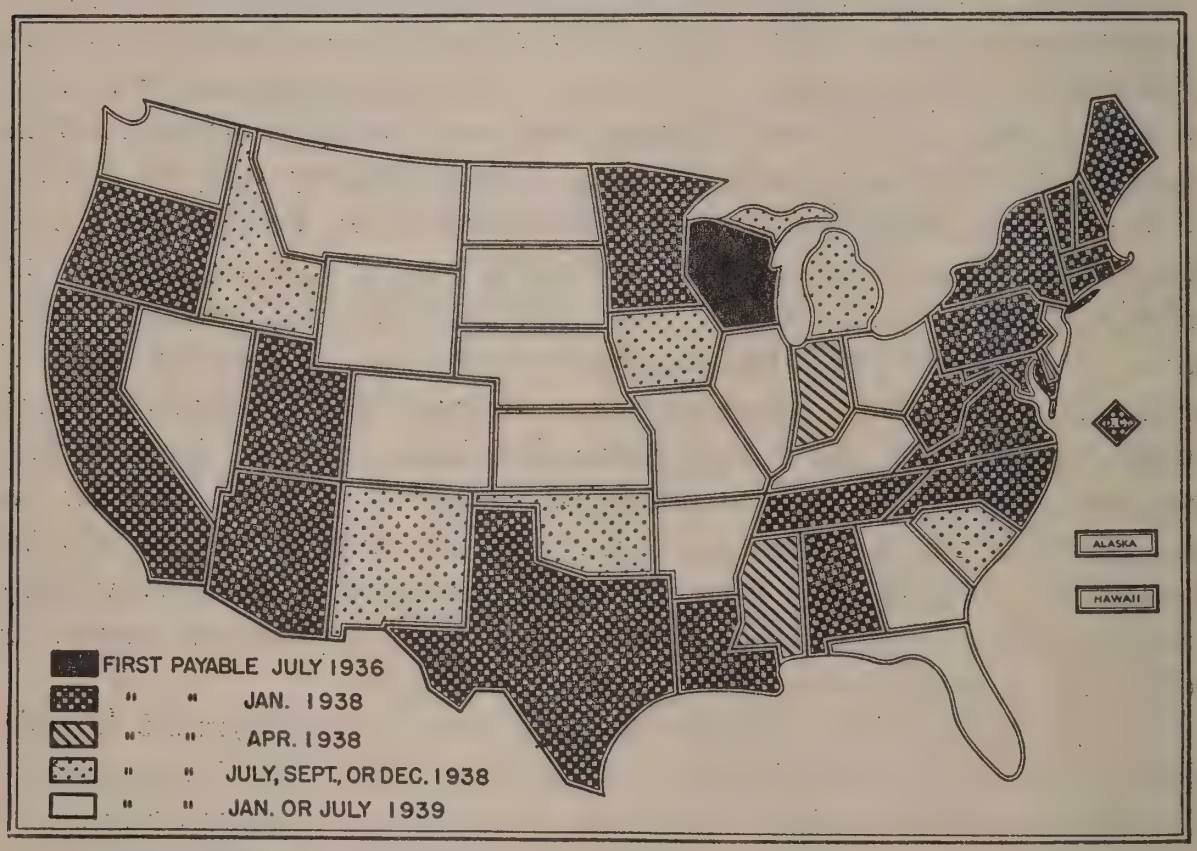
The first two years of Federal-State cooperation in unemployment compensation were characterized by rapid State acceptance of the principles of the program. By July 1937 all 48 States, the District of Columbia, Alaska, and Hawaii had enacted laws which met the requirements for approval under the Social Security Act; all but two of these laws, those of Missouri and Illinois, had been approved by the Social Security Board; and Federal grants had been made for administration of all but four. In July 1937, the Board approved the laws of Missouri and Illinois, which had been enacted on June 17 and June 30, 1937, respectively. Federal administrative grants were certified for all jurisdictions for 1937–38, and these grants amounted to nearly $42.3 million as compared with $9.1 million for the year preceding. About one-third of the amount certified by the Board for 1937–38 was granted for expansion of the State employment services to meet their additional responsibilities in connection with the unemployment compensation program.

By the close of the fiscal year 1937–38, unemployment benefits were being paid to eligible unemployed workers in 24 States and in the District of Columbia; in 3 States benefits first became payable in July 1938 and in 3 States during later months of this calendar year. In 16 additional States and in Alaska and Hawaii benefits will become payable in January 1939, and in the 2 remaining States in July 1939. The time at which benefit payments are initiated in a State reflects the date of enactment of the State law and the date with respect to which employers became liable under that law for contributions on their pay rolls. As a condition of Federal approval a State law is

required to defer benefit payments until two years after the date for which employers' pay rolls first become subject to contributions.

In the 24 States and the District of Columbia, where benefits were paid for periods during the fiscal year 1937–38, a total of $179.5 million was paid out in 17.8 million separate payments. In general, each payment represented compensation for a week of total or partial unemployment. In all these jurisdictions but Wisconsin, benefit payment began within the first six months of 1938. The recession in the autumn of 1937 had thrown large numbers of covered workers out of jobs, and many of these workers had acquired wage credits which entitled them to benefits. The large number of claimants, the first computation of wage credits from employer reports, the initial registration of many workers for employment, and the need to explain the legal requirements of waiting periods and the basis of benefits,

Chart 10.—Unemployment compensation: Month in which benefits first payable under State laws[1]



[1] Laws as of June 30, 1938. See table C–1.

taxed to the utmost the unemployment compensation machinery. January benefit payments were limited by waiting-period requirements, since in almost all States the first compensable week of unemployment was the third or last week of the month. By April benefit-payment operations were approaching a more stable basis in the States which began to receive benefit claims in January.

Functions of the Social Security Board

Under the Social Security Act the Board has two statutory responsibilities in the administration of the Federal-State unemployment compensation program. It certifies each year to the Secretary of the Treasury, for tax-credit purposes, the State laws which conform with the standards prescribed in title IX of the act; it also certifies grants to defray necessary costs of administering the State program for those States which, in law and administration, conform with the standards prescribed in title III of the act. Funds are certified in the amounts determined by the Board to be necessary for the proper administration of State laws. The States are required to report their operations and expenditures of the funds granted. Analyses of such reports are used in determining standards for future grants, and accounting records are maintained to determine that Federal funds have been expended for the purposes for which they were granted. Activities of the Board in the field of unemployment compensation are primarily the responsibility of the Bureau of Unemployment Compensation, which, in certain functions, collaborates with offices and bureaus of the Board charged with services in the fields of law, accounting, statistical reporting, research, personnel administration, and public information.

Federal Grants for Administration

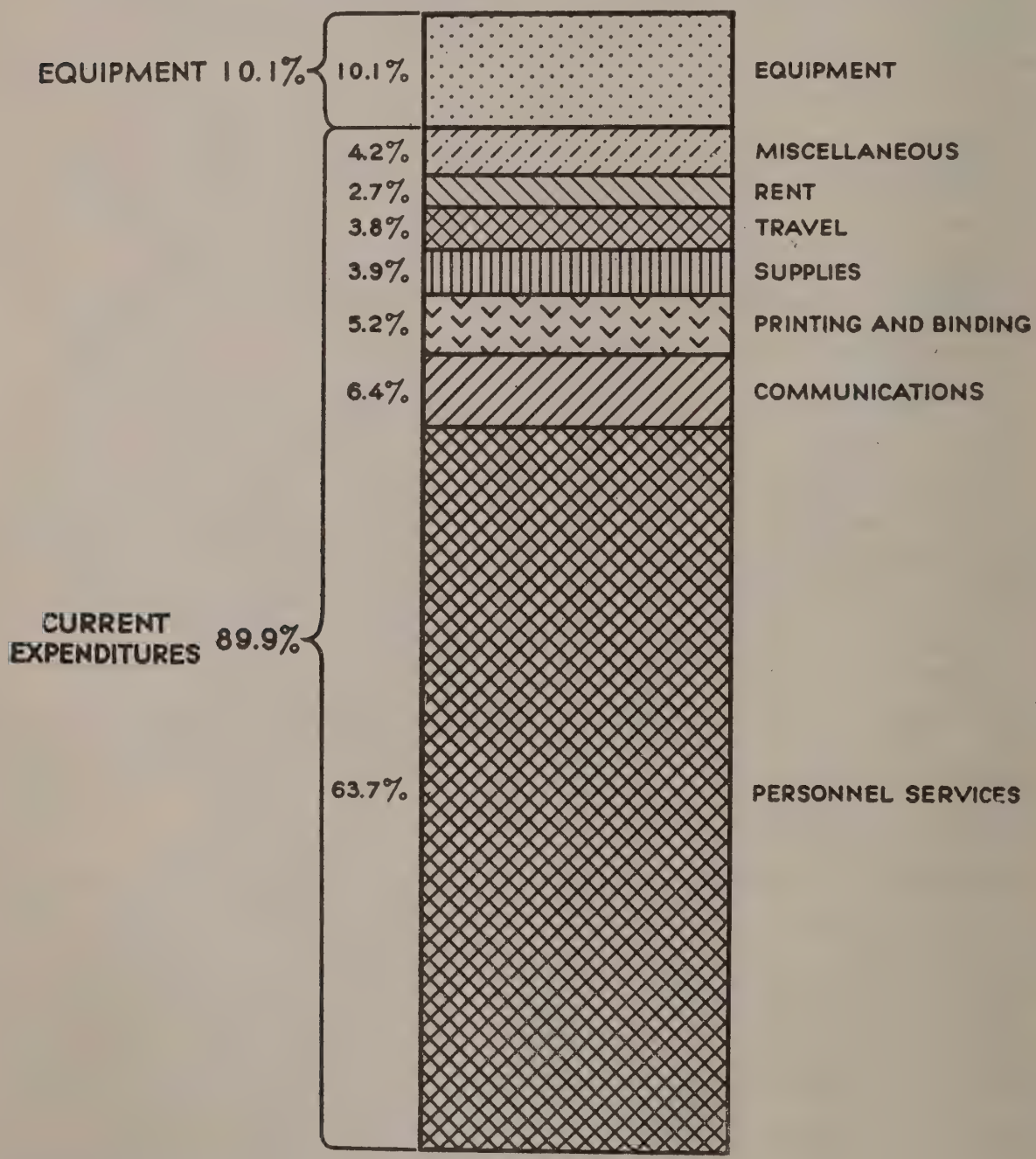
Federal grants certified by the Board to the Secretary of the Treasury for unemployment compensation administration during the fiscal year 1937–38 amounted to nearly $42.3 million, more than four times the amount certified for 1936–37. Federal grants for unemployment compensation administration, prior to July 1, 1937, contained no sums for the expansion of State employment services. For 1937–38, $14.4 million of the total amount certified was allocated to meet the expenses of expanding employment services in the 28 States which utilized or were preparing to utilize employment offices in the unemployment compensation program.

Ordinarily States submit advance estimates of the sums needed for the administration of their laws during the ensuing quarter. After review of these estimates, the Board certifies to the Secretary of the Treasury the sums to be paid to the States. The Board, however, has certified supplemental payments for a quarter when it has determined that additional amounts were requisite for proper administration. At the close of the fiscal year, administrative standards were being developed to afford a more scientific basis for the appraisal of budgetary requests for the State unemployment compensation and

employment service administrations. The operating experience of the States, as reflected in their financial reports, has been utilized and studies have been made to establish objective standards for the measurement of administrative costs. The use of these standards in the budgetary program will afford the State agencies more flexibility in their operations and will be of material assistance to the Board in meeting the problems of financing unemployment compensation administration.

The unexpectedly large volume of claims arising from the business recession early in 1938 increased administrative costs in the States

Chart 11.—Unemployment compensation: Distribution of total State expenditures for administration, excluding employment service, fiscal year 1937–38 [1]



[1] See table C-13.

beyond the original estimates of the Board. A shortage of administrative funds developed which required measures to reduce expenditures to a minimum without handicapping the State programs. Major difficulties were encountered because of the diversity of problems and practices in the various State unemployment compensation laws and systems. The Board believes that progress has been made toward solution of these problems and that, as operations are stabilized, adequate administration probably will require no more than 10 percent of the contributions collected under State laws. Data on Federal funds granted to the States for administration of unemployment compensation, including expansion of employment services, and on the percentage distribution of State expenditures are given in the appendix.

Approval of State Laws and Procedures

Prior to the certification of each administrative grant the Board must find that the State law and its administration are in conformity with the prescribed standards. Hence the Board exercises a fairly continuous scrutiny of the State statutes and amendments to these laws, and of administrative policies and procedures. During the fiscal year 14 States amended their laws. Many of these amendments followed recommendations which the Board has issued and revised from time to time in the light of continued study and operating experience in the States. The diversity of the 51 approved unemployment compensation programs is ample testimony to the initiative States have exercised in formulating their statutes and in establishing their operating procedures. Variations in State laws run the gamut from fundamental differences in the basic philosophy underlying the allocation of costs of unemployment compensation—through coverage, benefit amounts, duration, and type of administrative agency—to procedures in administration.

The Board may not approve a State law if it denies benefits to any otherwise eligible worker for refusing to accept new work under any of the following conditions: "(A) If the position offered is vacant due directly to a strike, lockout, or other labor dispute; (B) if the wages, hours, or other conditions of the work offered are substantially less favorable to the individual than those prevailing for similar work in the locality; (C) if as a condition of being employed the individual would be required to join a company union or to resign from or refrain from joining any bona fide labor organization." The conditions of Federal approval also require the States to deposit all sums collected under their unemployment compensation laws in an unemployment trust fund in the Federal Treasury and to use the funds withdrawn from this account solely for the payment of benefits to unemployed

workers eligible under their own laws. Except to the extent that the Federal Government pays interest on the State deposits in the unemployment trust fund, Federal funds form no part of the actual compensation paid to unemployed workers.

Interchange of Information

Because it prescribes the scope and character of the reports to be submitted by the States, receives such reports from all State agencies, and makes reports, as required by Congress, on the progress and achievements of the unemployment compensation program, the Social Security Board is able to serve the States as a clearing house and as a center of information. Unemployment compensation is a new field of labor legislation in the United States. Foreign practices and precedents are of little value because no foreign country has the problem of interstate relations characteristic of our system or has used certain procedures employed in the United States in a coordinated system of Federal and State legislation. To place 51 systems on a sound working basis in relation to a Federal statute has required the joint efforts of all Federal and State officials concerned with the program. Trial-and-error methods have been the only guide in many fields of activity. State unemployment compensation administrators and technicians frequently call upon the Board for assistance in meeting practical problems connected with coverage definitions, records, benefit-payment and claims procedures, administrative organization, and standards for qualified personnel. Such uniformity as can be achieved in regulations and practices under the State laws is desirable as a means of avoiding unnecessary complexities of interstate relations.

During the fiscal year 1937–38 the Board established a system of statistical reporting for State agencies to provide comparable data on the operation of all 51 programs. These reports, furnishing data on coverage, contributions, claims, benefits, and, indirectly, on employment service operations, are kept at a minimum. Experience in the operation of the unemployment compensation system, as reflected in data reported to the Social Security Board, should contribute substantially to knowledge of our industrial structure. To this end, the Board has given close attention to the development of definitions and units which can be integrated with other indexes of economic conditions. The Social Security Board has prepared an industrial code which is now in use by all State unemployment compensation agencies for the classification of their employer reports on employees and wages. A committee of the Central Statistical Board, which includes representatives of the Bureau of Labor Statistics, the Bureau of the

Census, the Social Security Board, and other Federal agencies, is using this code as the basis of the development of a standard industrial classification of manufacturing and nonmanufacturing groups for the use of Federal and State agencies.

Many provisions of State laws require analysis of data by State agencies before regulations may be put into effect. Among these pending questions are the inclusion or exclusion of seasonal unemployment, the treatment of interstate employment, the definition and treatment of partial employment, and the application of "merit-rating" principles to employer contributions. The evaluation of just and workable standards in all these aspects of unemployment compensation demands analysis of all phases of operation and the cooperation of all agencies concerned with the program.

As a continuing service to State agencies, the Social Security Board collects, analyzes, codifies, and indexes Federal and State rulings on general questions of coverage, wages, and contributions, and State decisions on appealed benefit claims. These data are compiled and issued periodically in series included in the Unemployment Compensation Interpretation Service. British Umpire decisions also have been codified and published to present the nature and outcome of certain issues which have arisen in appeals under the British unemployment insurance system. Memoranda, manuals, and other types of publications relating to unemployment compensation administration and to research in this field are prepared by the several bureaus and offices of the Board concerned with special phases of the program and are distributed to State administrators as a means of keeping them in touch with developments in unemployment insurance in this country and abroad.

Administration of State Laws

Under the Federal-State unemployment compensation program, States develop their own systems. They determine the employments which are to be covered by the program; the maximum and minimum benefits to be paid and the ratio of benefits to previous earnings or employment; the duration of the waiting period before an insured worker may qualify for benefits; and other qualifying conditions for the receipt of benefits. The States also set the rate of employer contributions and determine whether these contributions are to be pooled in one fund or kept in separate accounts for each employer. If separate accounts are maintained, the State determines whether benefits are to be paid to unemployed workers only from the accounts of their prior employers or whether these employer accounts shall be used merely in adjusting rates of an employer's contributions in relation

to the extent of compensable unemployment among his workers. States also determine whether the group of employers subject to contribution shall be identical with those subject to the tax levied under the Social Security Act upon the pay rolls of employers of eight or more. When the State law is approved by the Board, employers in the State are permitted to offset, against as much as 90 percent of the Federal tax, the amount they have previously paid as contributions to the State unemployment fund.

Coverage of State Laws

Benefits are payable only to workers whose previous employers were liable for contributions under State laws. Since agricultural employment is covered only in the District of Columbia, the number of insured workers varies with the extent of industrialization in a State as well as with the population and with the size-of-firm provisions for coverage by the State law. It is estimated that, as of May 1938, there were approximately 27.6 million workers who had earned wage credits in some prior period of employment covered by the State laws and that, as of that date, 668,000 employers had been subject to State laws. Not all workers with wage credits will be eligible for benefits if unemployed, since there will be cases in which a worker's earnings in a specified period are insufficient to satisfy the eligibility provision of the State law. This is particularly true of workers who enter covered employment for brief periods; many such workers will be found in States in which part of the industrial labor reserve is composed of workers who are ordinarily engaged in agriculture.

In these estimates five States stand out conspicuously as accounting for the largest numbers of workers with wage credits. New York with 4 million, Pennsylvania with about 3.1 million, Ohio and California with about 1.7 million each, and Illinois with 1.6 million, together contain fully 40 percent of the estimated total for the United States. These States also account for more than 50 percent of the estimated number of employers subject to State laws. The 25 jurisdictions in which benefits were being paid at the close of the fiscal year 1937–38 had an estimated total of 17.7 million workers with wage credits, accounting for 64.2 percent of the estimated total of insured workers; the employers in these benefit-paying States represented 67.6 percent of the estimated total number subject to unemployment compensation laws.

As of June 30, 1938, 27 States and Alaska include employers of eight or more during a stipulated period. One State (Connecticut) includes employers of five or more; 9 include employers of four or more; 2, employers of three or more; and 8 States, the District of

Columbia, and Hawaii make no size-of-firm exclusion. Within the past year amendments were enacted in two States extending coverage to include smaller firms. At the beginning of the fiscal year Wisconsin extended its coverage from employers of ten or more to employers of eight or more during the remainder of 1937, seven or more during 1938, and six or more thereafter; and California changed its law to include employers of four or more. An earlier amendment to the Maryland law became effective in January 1938, so that the law now includes employers of four or more rather than employers of eight or more. The Massachusetts law, which was amended in May 1937, now provides that employment of four or more in 1938 makes the employer subject on January 1, 1939. The annual reports of the State unemployment compensation commissions of Rhode Island and South Dakota contain recommendations that the laws be amended to include smaller firms. Michigan was the only State to amend its law during the year to make it apply only to establishments of larger size; the law now is applicable to employers of eight or more; previously employers of one or more were subject when their annual pay rolls exceeded $6,000.

The types of employment excepted are not uniform in all States, though in general these provisions of State laws specify exceptions similar to those in title IX of the Social Security Act. The most extensive exceptions comprised in the Federal act and in nearly all State laws are agricultural labor, domestic service in private homes, governmental service, and self-employment.

In order to identify individual workers covered by their systems, the States have requested employers to report their workers by name and by the employee account number issued by the Social Security Board. The Board has cooperated with the State unemployment compensation agencies by assigning account numbers to workers covered under the State laws but not under the Federal old-age insurance program.

The Railroad Unemployment Insurance Act, approved June 25, 1938, has a bearing on activities of the Social Security Board. This act, administered by the Railroad Retirement Board, amends the Social Security Act to provide for payment into the railroad unemployment insurance account of specified amounts which States have collected from railroad employers or workers under their unemployment compensation laws and provides that the Social Security Board shall not certify administrative grants to any State unemployment compensation agency if the Board finds that the agency does not make its records available to the Railroad Retirement Board or does not afford reasonable cooperation to any Federal agency administering an

unemployment insurance law. Various adjustments will be necessary to assure that railroad workers who have acquired wage credits toward benefits under State unemployment compensation laws will not lose such rights when, on July 1, 1939, State coverage is terminated in favor of the Federal system. The Social Security Board is cooperating with the Railroad Retirement Board and the State agencies to effect the necessary adjustments.

Administrative difficulties arising from the definitions of employer liability are common to most States and usually are attributable to questions based upon the relationship between the employer and the workers in his service, or to the marginal employments which may or may not be excluded. Problems growing out of subcontractor and agency relationships, for example, have occurred in many States. Several of the State annual reports received by the Board contain comments on the difficulty of holding a principal contractor responsible if the subcontractor does not pay the contribution due with respect to the latter's employees. In defining coverage the problem of distinguishing agricultural labor from service in quasi-agricultural pursuits is very common. Such questions are being litigated in the courts in several States. Rulings from the courts are being sought with respect to the coverage of processors of agricultural products and of naval stores; dairy employees; employees of contractors who merely harvest a crop; and other employees whose employment is on the borderline between industrial and agricultural labor.

Benefit Procedures

With the beginning of benefit payments, the State agencies had to enlarge their organizations, employ and train new personnel, and establish procedures. Employment office activities had to be integrated with the new activities and employment services expanded so that local employment offices or itinerant service might be available to all covered workers. Before January 1938 only Wisconsin was paying benefits to eligible unemployed workers. The inauguration of the program in 21 States and the District of Columbia in January 1938, when unemployment was increasing, was a task to challenge the ingenuity of the best administrators.

Benefit-payment procedures must be worked out in each State to accord with the State law and the specific circumstances to be met. Because of the Board's responsibility for assisting State agencies, States have been requested to submit for review detailed plans for these procedures. The Board has offered all help within its power. State agencies have sent representatives to Washington to confer with

the Board's technical staff, and, on request, members of the staff have been detailed to serve in an advisory capacity in considering problems within a State.

In broad outline the procedure for benefit payments for total unemployment may be described by a common pattern. Upon becoming totally unemployed, the worker registers at the nearest local employment office to establish the fact that he is unemployed and is available for and willing to accept suitable work. In so doing he (1) calls upon the placement facilities of the employment service and (2) files his "initial" claim for benefits. The worker's statement of the reason for his unemployment may be checked in the central office by reference to an automatic separation notice from the employer or by requesting such a notice from the employer to verify the worker's statement.

The initial claim is forwarded to the unemployment compensation division at the central office of the State agency where, under the worker's name and employee account number, a record is kept of his wages or benefit credits based on employments covered by the State law. Having examined the record of the claimant, the central office then forwards the initial determination as to eligibility to the local employment office where the worker has filed his claim, indicating whether or not the worker has a valid claim for benefits, and the amount, rate, and duration of the benefits to which a worker's credits will entitle him if he remains unemployed and available for work. In a few States the worker receives his notification by mail from the central office. For weeks of unemployment following his registration at the employment office the worker must file "continued" claims, signifying his continued unemployment. Each continued claim forwarded by the employment office to the central office represents a certification that the worker continues to be unemployed and to meet the qualifications for a waiting-period week or a compensable week which would entitle him to the payment of benefits.

Under most State laws, a worker is usually disqualified from receiving benefits for a specified period if he has left his job voluntarily without good cause or was discharged for misconduct connected with his work, if his unemployment was due to a labor dispute, if he refuses suitable employment, or if he fails to register at the required intervals. If the worker or the employer disputes a determination, an attempt is usually made to adjust the matter informally. One of the conditions for the certification of Federal administrative grants to a State is that the State law in its provisions and administration must provide for an opportunity for a fair hearing before an impartial tribunal for any individual whose claim is denied.

States which began to pay benefits early in 1938 experienced

difficulties during the first few months in handling the large volume of claims and in making payments promptly. Recognizing their responsibility for the prompt payment of benefits, the Board has aided the States by granting funds for temporary personnel, which at times worked in three shifts for seven days a week to clear up the initial accumulation of claims. Some delays in payments were inevitable, however, because of the newness of the enterprise and the volume of operations, because of missing or duplicate employee account numbers, employers' delinquency in filing reports, lack of information on the part of the worker, and lack of training of administrative personnel. As administration became established and as workers and employers became familiar with their rights and obligations under the laws, many of the initial difficulties have been overcome.

Interstate Benefit-Payment Plan

A State system of unemployment compensation brings to the fore the question of methods of protecting the rights to benefits of unemployed workers who have moved away from the State in which such rights are acquired. An interstate benefit-payment plan has been developed to enable one State to use the employment office facilities of another for work registrations and for forwarding benefit claims so that workers may collect benefits in States other than those in which their rights were accumulated.

In October 1937 a plan for paying benefits to multistate workers was adopted by the Interstate Conference of Unemployment Compensation Agencies. The operation of the plan was contingent on its acceptance by the majority of the States. Procedures for implementing that plan were drawn up by the Interstate Conference Committee on the Interstate Benefit Payment Plan, meeting with members of the technical staff of the Board in December 1937 and March 1938. By the close of the fiscal year 1937–38, 42 jurisdictions had filed acceptance of the plan and several of the remaining nine had signified their willingness to adopt the procedures without formal acceptance.

Under the terms of the agreement, procedures were developed for paying benefits to workers who are not able to file claims in person in the jurisdictions where their benefit rights were accumulated, if such workers meet all the other eligibility requirements of the unemployment compensation law of the liable State, i. e., the State in which benefit rights were acquired. Benefits are paid by a liable State only in case the claimant is qualified for benefits according to its law. Covered employment in one State cannot be added to that in another for qualification purposes. Persons who habitually commute across State lines to their work are excluded from the plan if

they can register and claim benefits in the State in which they have been working. Under the plan, workers who are partially unemployed on their regular jobs may not receive benefits on the basis of wage credits accumulated under another State unemployment compensation law. Each liable State makes its own determinations on the basis of its own records. The State through which the claim is filed, or agent State, registers the claimant for work and certifies this registration when forwarding the claims for benefits to the liable State. The liable State pays the claimant directly. There is no transfer of funds from one State to another.

The procedures for paying benefits to multistate workers were submitted on May 1, 1938, by the Interstate Conference Committee to the State agencies for acceptance. Several States had worked out procedures under which such benefits were paid before that date. Among these were the New England States, which had made a regional agreement on interstate benefit payments effective in January 1938. Adoption of the Interstate Committee plan has increased the number of workers whose potential rights to benefits have this additional protection; it is estimated that at the end of the fiscal year approximately 84 percent of all covered workers were in the 42 States which had formally accepted the Committee plan.

Work remains to be done on the problem of including in a State unemployment compensation system workers who are not eligible under the law of any one State but who might become eligible for benefits if their wage credits earned in one State might be added to those earned in another.

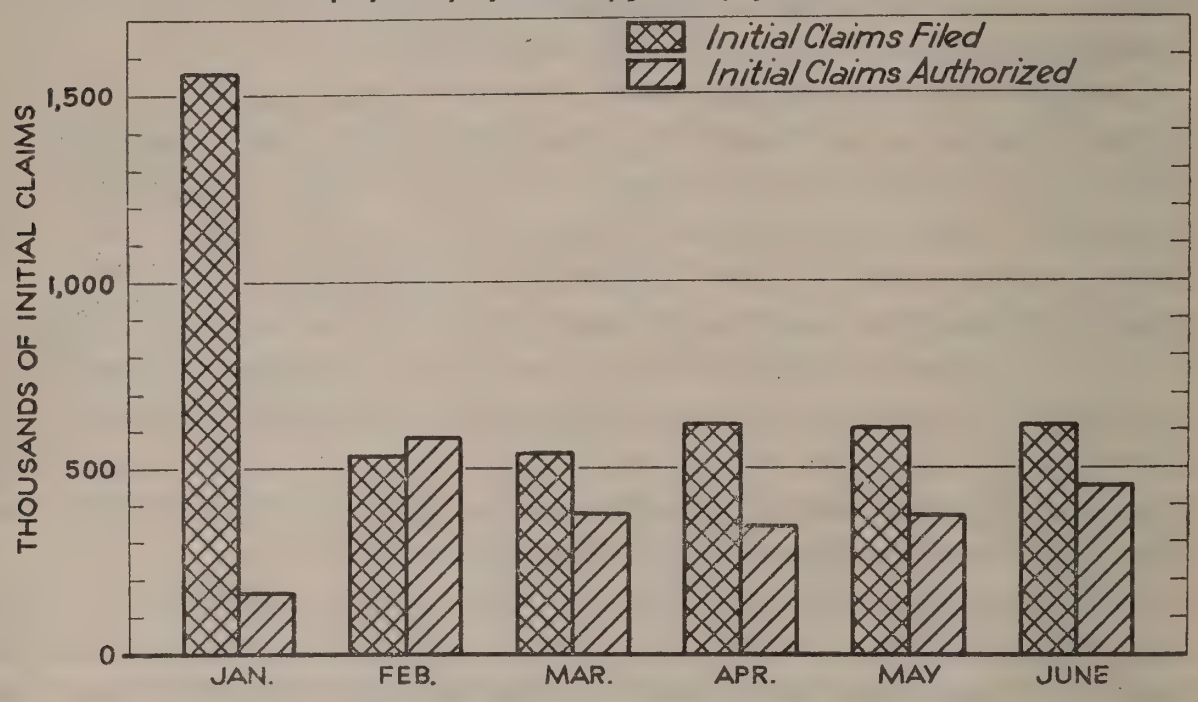
Claims for Benefits

All State unemployment compensation laws relate the weekly rate of benefits to wages. Subject to a maximum weekly benefit amount, which is $15 in most States, the benefit rate usually approximates 50 percent of the worker's full-time weekly wage. The most recent full-time weekly wage rate of a worker within a given period is taken as his full-time weekly wage, but, if this cannot be determined, one-thirteenth of his earnings for the quarter of highest earnings in the given period may be used as the worker's full-time weekly wage. Eligibility for benefits is usually determined in part on the basis of past earnings or employment, and generally duration of benefits is similarly based upon the amount of wage credits available during a specified base period.

To give an interval during which the initial work of determining employer liability and of collecting contributions could be accomplished, individual workers' wage credits for benefit purposes did not

begin to accrue under most State laws until a year after contributions were first payable. During the early stages of development, the State agencies were confronted with the task of deciding on the method of collecting this wage information for individual workers. Two alternatives were open to them: They could collect wage information currently for each covered worker or they could collect wage

Chart 12.—Unemployment compensation: Initial claims for benefits filed and authorized for payment, by months, January–June 1938[1]



[1] Not including claims in 3 benefit-paying States for which complete data are not available. See tables C–3 and C–4.

information for each individual only when he was separated from employment, such information covering the wage record from the date on which wage credits began to accrue to the date of separation. Current wage reporting is in more general use.

Reports from the benefit-paying jurisdictions indicate that more than 5.7 million initial claims were received during the period January–June 1938, not including initial claims for partial unemployment received in Wisconsin, which reported claims for total unemployment only. New York State reported nearly 30 percent (1.6 million) of all initial claims, followed by Pennsylvania with 869,000 initial claims, Massachusetts with 425,000, and California with 387,000. The total for these four States represents nearly 60 percent of the total for all 25 jurisdictions. For all 23 jurisdictions accepting claims during the whole period January–June, January represented the peak load of initial claims; for the group as a whole, that month accounted for more than one-third of the total number reported for the first six months of 1938.

About one-half of the workers who filed initial claims in the first six months of 1938 received benefit payments. It is estimated that, generally, from 20 to 40 percent of the claims of eligible workers did not materialize into benefit payments because the claimants found new employment before the end of the last week of the waiting period or failed to signify continued unemployment. A claim is disallowed if the worker fails to report periodically at the employment service office, but most States permit short periods of grace before disallowance or excuse failure to report upon a showing of good cause. The main reasons for ineligibility for benefits were that the claimants had not been employed in covered industries and therefore had established no wage credits with the unemployment compensation agencies, or that the credits established were insufficient to satisfy the earnings requirements for eligibility at the time the claim was filed.

Benefit Payments

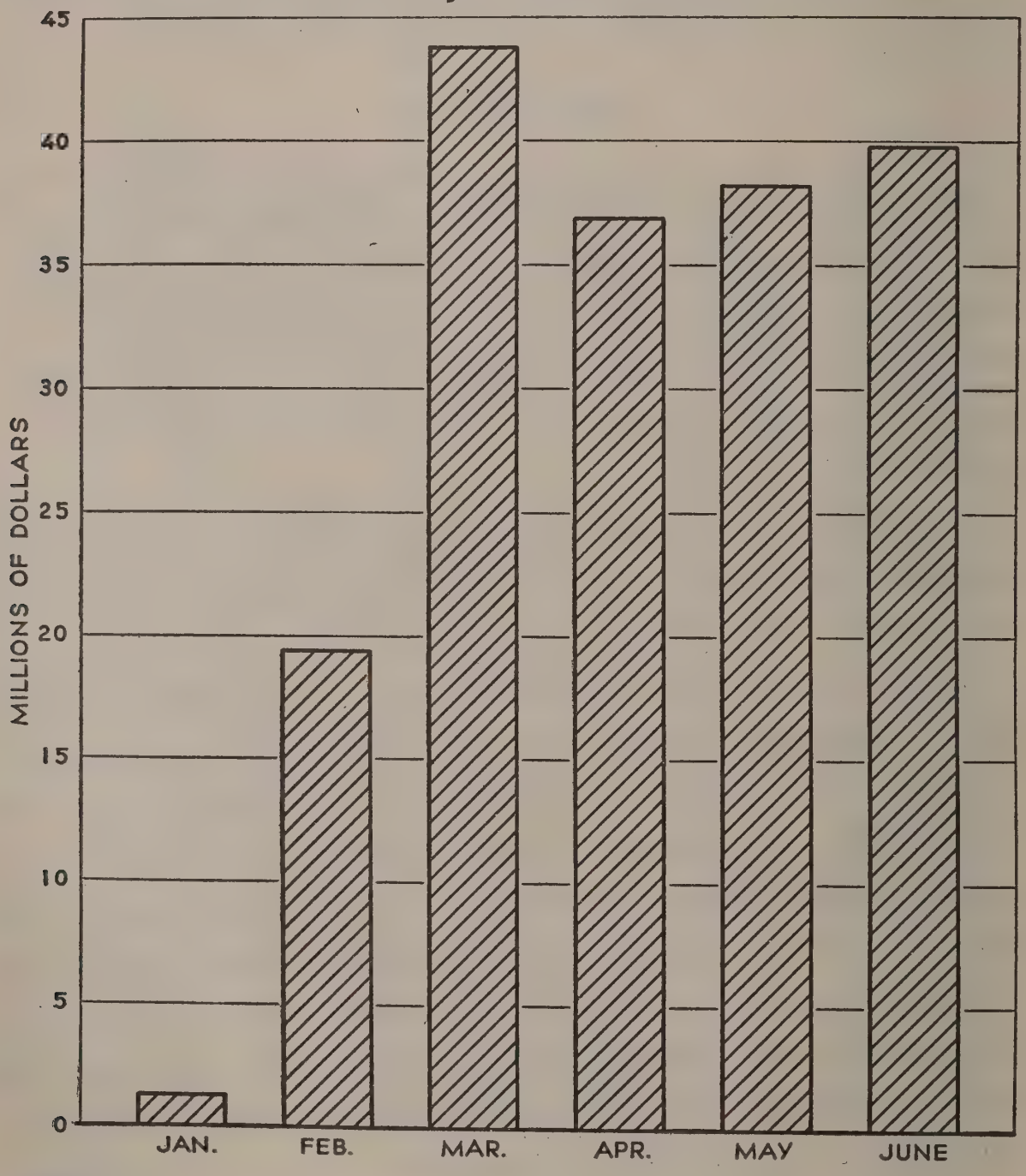
Nearly 17.8 million benefit checks totaling $179.5 million were issued by States in the period January–June 1938, including compensation for both total and partial unemployment. New York, Pennsylvania, Massachusetts, and California together accounted for more than half the benefit checks issued and for nearly three-fifths of the total amount paid. New York issued more than a million benefit checks in May, aggregating nearly $13.9 million, the highest total for any State for any month.

For the period January–June 1938 the average payment for total unemployment was approximately $10.50, with a range from $6.32 to $13.28 in the various States for which complete data are available. This average was between $6 and $8 in 5 States; between $8 and $10 in 7 States and in the District of Columbia; between $10 and $12 in 8 States; and between $12 and $14 in 2 States. For partial unemployment, the average payment was $5.48, on the basis of data for 16 States and the District of Columbia which reported these payments, with a range from $3.69 to $7.50 in the several jurisdictions. The average payment for partial unemployment was less than $6 in 12 jurisdictions and between $6 and $8 in 5 jurisdictions. The average size of the benefit payment is a reflection mainly of the provisions of the State law and of the previous wages of claimants. Comparisons between State averages may be misleading because of differences among the States in definitions of total and partial unemployment. For the 15 jurisdictions which reported benefits for both total and partial unemployment, the number of checks for total unemployment was six times as great as that for partial.

Appealed Claims

The Social Security Act provides that the Board may not authorize grants to any State for expenses of administering its unemployment compensation law unless the law of the State provides for an "opportunity for a fair hearing, before an impartial tribunal, for all individuals whose claims for unemployment compensation are denied." The State laws uniformly provide that, if an appeal is filed, the party appealing must be given reasonable opportunity for a "fair hearing." Many State laws also provide that payment of benefits to the claimant will be postponed pending the final decision on appeal.

Chart 13.—Unemployment compensation: Total amount of benefits, by months, January–June 1938[1]



[1] See table C–5.

In order to protect the claimant's rights and to prevent the postponement of his benefit payments through his filing an appeal needlessly, State agencies, with the assistance of the Board, have developed procedures for the special handling of claims in which the facts are in dispute, before such claims are appealed. If a controversy exists, the interested parties are called to the local office for a conference with the deputy before the initial determination is issued, and the facts in dispute are discussed informally. If this effort to reach an agreement fails, the initial determination is issued, and the statutory provisions governing appeals become applicable.

The State laws provide that, after the initial determination is issued, the claimant and certain "interested parties" have a right to appeal from the decision of the deputy within the statutory time. Appeal tribunals are provided to hear and decide such appeals. In membership the appeal tribunals may be of two types: In the one, an examiner, who is an employee of the State agency, acts alone; in the other, the examiner acts with a representative of employers and a representative of employees. In the latter type of tribunal the examiner acts as chairman of the three-member group. The Board has assisted States in the development of simple procedures whereby the persons concerned are permitted to present evidence and testimony and have an opportunity to question the opposite party and his witnesses and to discuss and rebut his evidence. The laws provide that, after concluding the "fair hearing," the appeal tribunal must notify the contestants of the decision reached and the reason for the decision. Unless there is further appeal, the decision of the appeal tribunal becomes final within the statutory time, and benefits are paid or denied in accordance with the decision.

If a party is dissatisfied with the decision of the appeal tribunal, he may file an application for leave to appeal to a board of review or the commission, depending on which body is designated for that purpose under the State law. This further appeal is not a matter of right under most State laws but may be granted or denied at the discretion of the body to which application is made. Most laws make an exception in two cases, granting a second appeal as a matter of right to the claimant if the decision of the appeal tribunal was not unanimous, and to the deputy whose decision was overruled. The laws usually provide that if the second appeal is granted the case may, at the discretion of the body hearing it, be reviewed on the prior record, or additional information may be required.

If the board of review or the commission hears and decides an appeal or refuses to hear an appeal, its decision is final, and benefits are paid or denied in accordance therewith unless a further appeal

to the courts is filed within a specified time. The court hearing the appeal is generally required by the statutes to confine its review to the principles of law involved and to accept, in the absence of fraud, facts found by the board of review or the commission if such facts are supported by the evidence.[1]

Personnel Standards

In unemployment compensation, as in public administration generally, the quality of personnel at all levels of operation is an important factor in determining the success or failure of the program. Efficient operation requires that State offices be staffed by qualified, well-trained, and competent personnel. The Bureau of Unemployment Compensation, with the assistance of the State Technical Advisory Service of the Office of the Executive Director, has aided State officials in developing objective personnel standards. The Board has consistently urged that States establish and maintain merit systems of personnel administration providing for: a classification plan based upon investigation and analysis of the duties and responsibilities of the positions; a compensation plan based upon salaries paid in comparable positions in other departments of the State; State-wide competitive examinations administered under independent nonpartisan auspices to give all qualified individuals an equal opportunity to compete for positions; appointment of personnel from lists of eligibles certified in order of merit on such examinations; a probationary period for all new appointees; periodic service ratings; promotion on the basis of qualifications and performance; security of tenure for satisfactory employees subject to orderly lay-off of surplus personnel; methods for removal of unsatisfactory employees; prohibition of political activity by employees; and adequate leave regulations.

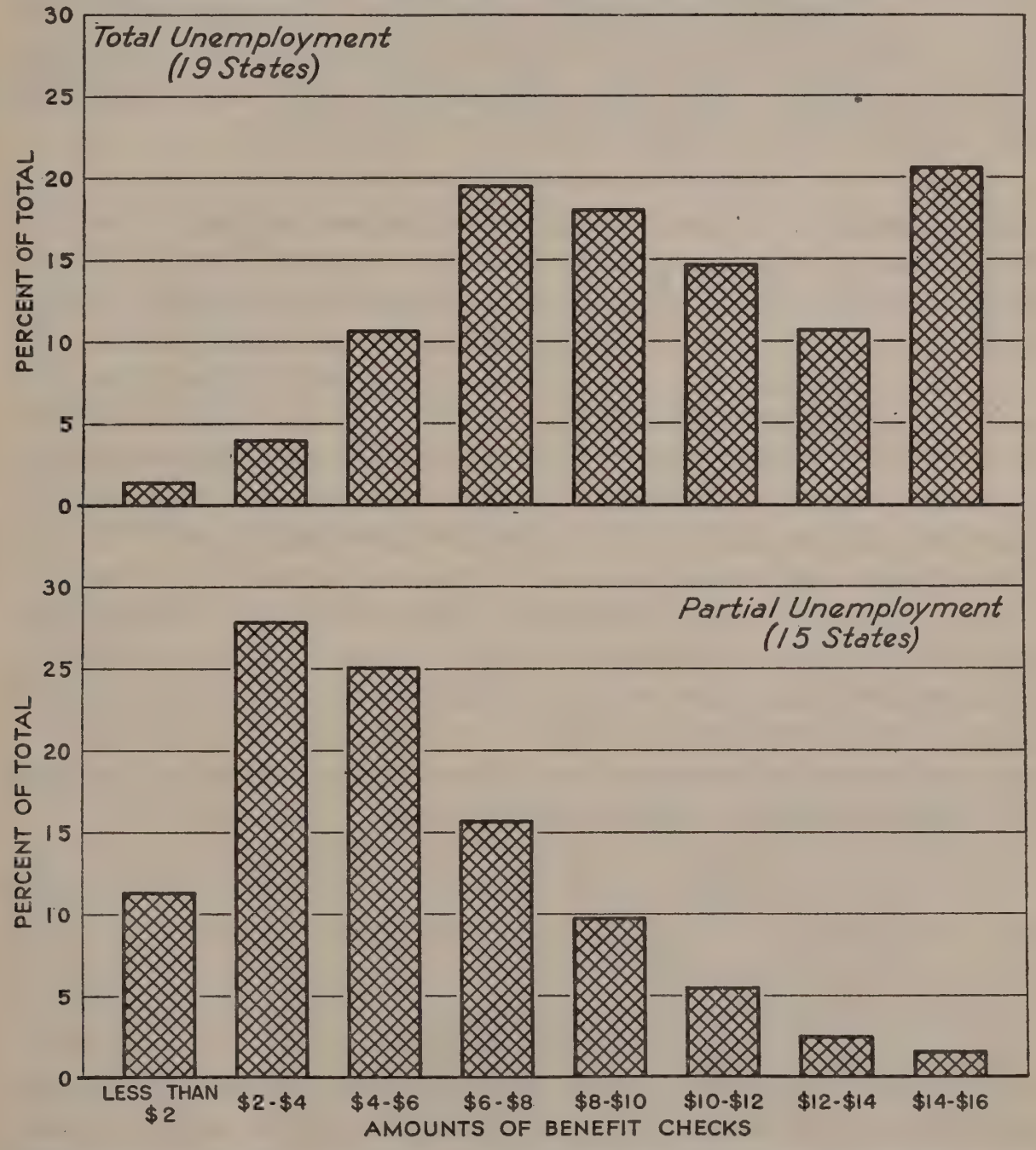
At the close of the fiscal year 1937–38, 11 State unemployment compensation agencies were subject to State civil-service laws in the appointment of personnel; 24 other State agencies had adopted regulations designed to establish a personnel program based on the merit principle; and 3 additional agencies were drafting regulations as a basis for the establishment of a merit system. In the remaining States, plans for the establishment of an adequate system of personnel administration were in varying stages of development.

In addition to 8 States where the State civil-service agency administered examinations for unemployment compensation personnel, by June 30, 1938, the competitive examination programs provided in their merit-system regulations had been undertaken by 24 State unemployment compensation agencies. At the request of State agencies,

[1] For data on appeals, see tables C–9—11.

the Board has given aid in these examination programs by directing the training, in Washington and in the field, of the supervisors, proctors, and oral examiners; by developing suggested examination material; and by giving technical assistance in methods of administering and scoring examinations, setting up registers, and certifying eligibles. Through its administrative grants, the Board has financed State examination programs under merit-system regulations found consistent with the standards in title III of the Federal act. The Board has also assisted 31 State agencies during the year in developing classification plans and schedules for compensating employees. Of

Chart 14.—Unemployment compensation: Distribution of benefits for total and for partial unemployment, by amount of benefit checks, January–June 1938[1]



[1] Data on the distribution of benefit checks by amount are not available for all benefit-paying States. See table C-7.

this group six were States where assistance was requested jointly by the unemployment compensation and civil-service agencies in setting up unemployment compensation positions within the State plan. Technical assistance has been given also in the development of training programs, service-rating systems, promotional policies, and other devices to increase the effectiveness of individual performance and of the career service as a whole.

Employment Service in Relation to Unemployment Compensation

With the initiation of benefit payments, the integration of State employment services in the unemployment compensation program has been a question of paramount importance. Experience with the demands placed upon local employment offices emphasized the necessity for maintaining the State employment service and the State unemployment compensation system as a unified service.

Interdepartmental Agreements

An agreement for effecting a unified service was made on March 30, 1937, between the Department of Labor and the Social Security Board. This agreement expressed the intention of the Social Security Board to accept its responsibility, on behalf of covered workers, for developing and providing funds for the State employment service as the need was established by the State, and to cooperate with the United States Employment Service in the maintenance and further development of standards for State employment services in order that the Board might have additional and reasonable criteria on which to base future grants for the expansion of State employment services. In proposing this agreement in February 1937, the Board recommended that the two Federal agencies take joint action in planning for the participation of the State employment service as part of the State unemployment compensation system, on questions relating to financing, methods of administration, plan of organization, procedures, standards of operation, statistics, and training.

The Board, in cooperation with the United States Employment Service and the State administrative agencies, has consistently developed and strengthened the fundamental principles expressed in these policies. The major problem has been to provide, under the State administrative agency, plans and methods of administration which would assure the most effective performance of employment service and insurance functions. The common problem of State and Federal agencies has been to eliminate unnecessary duality of administration and to formulate and revise standards to meet the requirements of the unemployment compensation program.

Policies and procedures jointly adopted by the Social Security Board and the Department of Labor indicate significant progress in the solution of common problems of administration. Provision was made subsequently for the establishment of joint bureaus of research and statistics to serve both employment service and unemployment compensation purposes. Joint fiscal control, under the State administrative agency, was made possible in November 1937 by agreement that the agency could elect to keep specified accounting records for the employment service either in the office of the State agency or in that of the State employment service. Application of desirable and uniform standards of personnel administration within each State has been the objective of both Federal agencies. In order to provide for necessary flexibility in assignment of personnel, there has been joint consideration of classification and compensation plans. Training programs for the personnel of State agencies show an increasing trend toward joint administration for the employment service and unemployment compensation divisions. The requirements of the unemployment compensation program have required formulation and revision of standards relating to the operation of the State employment service. These were reflected in the revision of the rules and regulations of the United States Employment Service, as of June 22, 1938, as well as in manuals relating to premises and operating procedures.

The Board and the United States Employment Service have shared the responsibility for assisting the States in the further development of State employment services. The headquarters staff and the field staff of both agencies assigned to this task have attempted to operate as a single service to deal with problems relating to staffing and organization of the employment service, planning of premises, management, and operating procedures. Elimination of unnecessary duplication of service and expenditures requires that the local employment office be considered an administrative unit for both employment service and unemployment compensation purposes. According to the accepted pattern, the manager of the local office is administratively responsible for the performance of all its functions within the area served by the office.

The experience of the past year has indicated that the administration of all aspects of the unemployment compensation program, including employment service, must be the responsibility of the State administrative agency. The Board is of the opinion that unification of fiscal control, field supervision, personnel and matériel management, research and statistics, and local office control is most desirable from the standpoint of economy and efficiency. The Board is also of the opinion that an effective plan of organization, to achieve unification

in field operations, would be the establishment of a field operations division as a line division with unemployment compensation and employment service divisions exercising staff functions.

Expansion of Employment Services

In accordance with its agreement with the Department of Labor, the Social Security Board has made grants to State unemployment compensation agencies to provide for the additional costs of administering the State employment services as required by the unemployment compensation program. Through procedures developed cooperatively by the Board and the United States Employment Service, the State administrative agencies were required to submit a proposed plan for the expanded employment service which included supporting data as to the geographic and industrial distribution of covered and other gainfully employed workers in the State. This proposal served as the basis for agreement between the Federal and State administrative agencies as to an approved plan of operation for the employment service, including the organization of the administrative office, the staffing of local offices and the limitation of their areas, and the schedule for additions to the proposed staff during the months prior to the beginning of benefit payments.

The approved plan and budget for each State employment service were made part of the necessary official documents in each affiliation agreement between the United States Employment Service and the State. The review and recommendations as to the budgets for State employment services were made jointly by the Board and the United States Employment Service. Revisions in the basic plan, when required on the basis of actual experience in the benefit-paying period, were determined by agreement between the State and Federal agencies.

Under the expanded program, for which the Board granted nearly $14.4 million, the number of State employment offices increased from 229 to 900 during the fiscal year. Personnel, as of June 30, 1938, totaled 11,115. In addition to the establishment of new offices, the unified system included offices previously operated under the National Reemployment Service.

Financing Unemployment Benefits

All funds collected under State unemployment laws are deposited by the State agency with the Federal Treasury to the credit of the State's account in the unemployment trust fund and are subject to withdrawal only for benefit payments. As of June 30, 1938, the unemployment trust fund contained a total of $881.9 million to the credit of all 51 jurisdictions. During the fiscal year 1937–38, a total of

$195.7 million was withdrawn by 25 jurisdictions for benefit payments. Total deposits by the 51 unemployment compensation agencies during the year amounted to $748.8 million as compared with $292.9 million in 1936–37; interest credited by the Treasury amounted to $15.2 million in 1937–38, as compared with $2.7 million in the preceding fiscal year. Deposits in 1937–38 included nearly $40.6 million credited by the Treasury to the trust fund accounts of 13 States and 2 Territories which had no unemployment compensation laws in 1936 but enacted laws during 1937. Data on the unemployment trust fund, furnished by the Treasury Department, are summarized in the appendix.

Benefits and Contributions

As of June 30, 1938, the unemployment trust fund contained a total of $485.4 million to the credit of the 25 jurisdictions which paid benefits before that date. On that date these States had, in addition, a total of $13.9 million in their benefit-payment accounts, withdrawn from the trust fund in anticipation of their requirements for benefits, and had $9.4 million in their clearing accounts, representing contributions collected but not yet transferred to the trust fund. Thus, at the end of the fiscal year, a total of $508.7 million was available for benefit payments by these 25 jurisdictions.

In 11 of these States and in the District of Columbia employers' contributions are payable monthly; in 13 States these contributions are payable quarterly,[2] and in these States the sums due on the pay rolls of the quarter ended June 30, 1938, were not collectible until some time after the close of the fiscal year. In comparing collections and payments in the first six months of 1938 it is necessary, therefore, to discuss the two groups separately. All these jurisdictions except Wisconsin inaugurated benefit payments within this period; for all but Wisconsin, therefore, there was an initial interval of two to four weeks in which, with relatively minor exceptions, unemployment was not compensable under State laws because of waiting-period requirements. This factor should be considered in comparing benefits paid and contributions received during these initial months.

As of June 30, 1938, the 12 jurisdictions with monthly collections had paid out approximately 85 cents for each $1 collected in contributions during the months within the period January–June 1938 in which benefits were payable. In 5 States benefits exceeded current collections. For each $1 of contributions collected, benefit payments in West Virginia amounted to $1.84; in Rhode Island, $1.65; Oregon, $1.37; New Hampshire, $1.28; and North Carolina, $1.03. New York

[2] The Indiana law specifies monthly payment of contributions except for employers who have permission to make quarterly payments. Since quarterly payments constituted the larger proportion of all collections in this period, Indiana is included among States with quarterly contributions.

and Vermont utilized nearly all current collections (86.9 and 80.8 percent, respectively) for benefit payments. The District of Columbia, Louisiana, and Texas had the lowest ratios, with percentages of 25.6, 34.2, and 34.6, respectively. No other jurisdiction paid out less than half its current collections. Benefit payments for the group, however, represented only about 27 cents out of each $1 of the cumulative contributions and interest received since the dates for which the respective State laws first required contributions, and no jurisdiction had paid out as much as 55 percent of the total received for that period.

Among the 13 States on a quarterly collection basis, all but 5 had paid out, by June 30, 1938, more than they had collected during the period in which benefits were payable. Among these States, California had the lowest ratio of benefit payments to current collections—39.2 percent. At the other extreme, Maine paid out in benefits more than twice the amount of current collections. As a group these 13 States paid out 90.1 percent of current collections. However, for these States also the ratio of benefit payments to the cumulative total of collections and interest shows substantial reserves; benefit payments made by June 30, 1938, represented 24.7 percent of total funds which had become available for payments since contributions were first collected. Maine was the only State to disburse as much as half of its cumulative total of collections plus interest. It must be recalled that in these States collections for the quarter April 1–June 30, 1938, had not been received by the close of the fiscal year.

It also must be remembered that for these and the other benefit-paying States except Wisconsin the demands on funds in the first half of 1938 included not only claims drawn on recently acquired wage credits but also those of workers who, had the system been in operation earlier, would have drawn all the benefits to which their earlier wage credits entitled them prior to January 1938. For this reason, and because of other administrative factors incident to the initiation of the program, State experience in these months is not necessarily typical of that to be anticipated in later periods.

During a period of business recession the State unemployment fund will bear a heavy strain for two reasons: The fund will have rising demands for benefit payments to eligible unemployed or partially unemployed workers, and, after a short period, collections of contributions will decrease because pay rolls on which the contributions are based will decline. This decrease in total funds available for benefits will be most marked in areas where covered industries are not sufficiently diverse to enable workers laid off by a depressed industry to obtain other work. The status of the State unemployment funds

at the end of the fiscal year indicates in some measure the depressed conditions which prevailed in some industries, particularly in States which had relatively little industrial diversification. It must be emphasized, however, that comparisons and interpretations of the status of State unemployment compensation funds at this initial period must take account of many factors, among them the various dates at which benefits became payable under the respective laws and State administrative procedures.

Type of State Fund

Eleven jurisdictions (Georgia, Hawaii, Maine, Maryland, Massachusetts, Mississippi, New York, North Carolina, Pennsylvania, Rhode Island, and Virginia) have established their unemployment funds as a State-wide pool to which employers contribute at fixed uniform rates. All other jurisdictions provide some method for adjusting employer contributions to the extent to which benefits are paid to each employer's former employees. This adjustment will be effected under three types of funds—employer-reserve funds, employer reserves with partial pooling, and pooled funds with merit rating. Under employer-reserve funds established in 3 States (Kentucky, Nebraska, and Wisconsin), each employer's contributions are maintained in a separate account and are utilized only for the payment of benefits to his former employees. If the employer's account is exhausted, the eligible unemployed worker receives his benefits from a small pool into which is paid all interest earned on employer accounts, penalties, and balances remaining in terminated accounts; in Kentucky, employee contributions are also included in this account.

Two States (Indiana and South Dakota) maintain employer reserves with a partial pool consisting of one-sixth of all employer contributions. Thus the employer's account is credited with only five-sixths of his total contributions, and the remaining one-sixth is utilized to pay benefits to eligible unemployed workers when the accounts of their former employers are exhausted. In Oregon contributions in excess of 0.5 percent of the employer's annual pay roll are placed in an employer-reserve account, and the remainder of the contributions in a pooled account. Vermont permits employers to choose whether their contributions will be deposited in an employer-reserve fund or in the State pooled fund with merit rating.

The other 33 jurisdictions provide for pooled funds with merit rating, permitting adjustment of each employer's contribution rates in accordance with the extent to which benefits are drawn from the pooled fund to compensate his former employees. Under this plan the entire State fund is available for benefit payments to eligible work-

ers regardless of the extent to which the books might show depletion of the accounts of their former employers.

Provisions for merit rating are based in part on the thesis that employers can and will (if financial inducement is provided) stabilize their employment to an appreciable extent. In the employer-reserve system a further principle is implied, to the effect that benefits paid to former employees of an employer who has relatively high unemployment should not be financed by employers who are able to maintain fairly level year-round production, i. e., fairly stable employment. Under the standards set forth in the Social Security Act with respect to merit-rating provisions in State laws, a specified period is required prior to the allowance of reduced rates of contribution. States do not begin to adjust employers' rates of contribution until after one or three years of benefit-paying experience, depending upon the type of fund established under the State law.

Employer and Employee Contributions

In 10 States unemployment compensation funds have been augmented by employee contributions required under State laws. Three of these States (Idaho, Indiana, and New Hampshire) have amended their laws so that employee contributions are no longer required. In California and Kentucky, employees pay 0.9 percent of their wages for 1937 and 1 percent for 1938; in Alabama, 1 percent; in Louisiana, 0.5 percent; in Rhode Island, 1 percent after January 4, 1937, and 1.5 percent for 1938; in New Jersey, 1 percent beginning with 1938.[3] In Massachusetts employee contributions are suspended from July 1, 1938, through June 30, 1939.

Taxes under title IX of the Federal act and contributions under State unemployment compensation laws are based on "wages payable" in money and in kind. Although the Social Security Act does not limit under title IX the amount of wages subject to tax, a few State laws have made wage exclusions. Nearly three-fourths of the jurisdictions provide, by law or by interpretation, for the inclusion of tips and perquisites in determining the amount of wages subject to tax. Several States have stipulated rates at which perquisites should be valued. Tips, as a rule, are evaluated at the amount the employee reports to his employer, or an amount estimated by the employer.

Nearly all jurisdictions have specified 2.7 percent of pay roll as the rate of employer contributions for 1938 and thereafter or until adjusted rating begins. This rate represents the maximum which can

[3] In Kentucky, New Jersey, and Rhode Island employee contributions are payable on only the first $3,000 of wages from any one employer during the year.

be credited against the Federal tax of 3 percent payable in 1938 and thereafter by employers of eight or more. Merit-rating provisions will vary the contribution rates of individual employers in jurisdictions which provide for adjustment of contribution rates to benefit experience. Under 10 laws an employer whose account is maintained at a high level may be relieved of paying contributions. Under an equal number of laws no employer will be required to pay more than a rate of 2.7 percent, irrespective of his benefit experience.

Current Problems and Future Developments

The beginning of payment of unemployment benefits has sharpened the need for consideration of certain problems in the light of actual operation. This period of experience has already demonstrated the necessity for simpler methods. The Board is therefore directing its efforts toward analyzing State experience and assisting the States in working out simplification of the provisions of the laws and of administration. In so doing it recognizes the need to distinguish between administrative difficulties which have arisen from unnecessarily complicated provisions of the laws and those that were inevitable in initiating a comprehensive system at a time of widespread unemployment.

Simplification of Administration and Legislation

It is evident that, for the computation and payment of benefits, methods must be devised which can be administered more easily and more economically and with greater promptness. These methods should be easily understandable by workers and employers. It is desirable also to reduce employers' burdens in reporting so far as is consistent with the essential needs of the unemployment compensation system.

In pursuit of these objectives, answers must be found to a wide variety of questions. For example: What tests of workers' eligibility should be made to fulfill the purposes of unemployment compensation legislation, that is, payment of benefits during comparatively brief periods of unemployment to workers who are ordinarily employed? It is believed desirable to define more sharply than in the past the field to be covered by unemployment compensation in relation to unemployment relief. Payment of small benefits, of little significance to the worker or society, should not be permitted to complicate administration unduly or to blur the distinction between insurance and relief.

How should weekly benefit amounts be determined so that they will be proportioned to a worker's past wages and employment and,

at the same time, maintained at a desirable degree of adequacy? This question involves the determination of a desirable base for computing benefits, raising problems of the full-time weekly wage or earnings during some specified period from which a substitute for the full-time weekly wage may be computed and the weekly benefit amount determined. While the full-time weekly wage is recognized as the most desirable base, it is difficult to determine; many workers have no fixed wage or salary. Many special administrative problems are involved in questions of the extent to which part-time and seasonal unemployment should be covered by State unemployment compensation systems and the procedures to be used for these types of unemployment.

To what extent is it possible to simplify the present complex requirements of the waiting period, which are difficult to administer and hard for workers to understand? Should the number of weeks during which a worker may draw benefits vary among workers according to the amount of wages earned in some past period or—within the actuarial possibilities of the system—should this duration be a uniform fixed period for all workers who have had a specified amount of employment?

Administrative questions are raised also by provisions of State laws for adjusting an employer's contribution rate in accordance with his past experience in maintaining employment. Such provisions require maintenance of a separate account for each employer, to which are credited the contributions paid by him and against which are charged benefits paid to his former employees. In States which have employer-reserve funds, separate accounts have been set up and are being maintained. Other State laws make definite provision for such accounts and for adjustment of employers' contributions in accordance with their merit ratings. Several States have provided for study of this question with a view to subsequent recommendations to the State legislature.

It is too early to estimate the probable effects of such merit rating on State funds and on administrative operations and costs. In the interim, States and the Board are studying, from all available data, possible plans for adjusting employers' contribution rates with due regard to the need for protecting the solvency of a State fund as a whole, for achieving administrative simplicity and economy, and for maintaining equity to workers and employers. For example, should adjustments in employer rates be made on an industry basis, so that employer stabilization of one firm may be judged in comparison with the experience of all others in the same industry, or should each employer's effectiveness in stabilizing employment be judged by

comparison with the average for all employers in all industries in the State?

Decisions on all these problems have an impact on the nature of the reports made by employers and on the recordkeeping and other activities of State agencies. Simplification of measures and procedures is desirable in the interest of both employers and administrators and, preeminently, in the interest of prompter, more effective, and less costly service to workers. At the present time much remains to be done in consolidating the advance already marked out by existing provisions of the State laws. In some instances necessary revisions can be made by administrative action; in others, they will require amendments by State legislatures. While the Board can—and is eager to—provide information and counsel, it cannot be emphasized too strongly that action can be taken only by the States.

Unemployment Compensation and Relief

Unemployment compensation is based on insurance principles and thus is sharply differentiated from public assistance, work programs, and general relief. When unemployed, a qualified worker receives benefits which are related, in amount and duration, to his previous employment in jobs covered by the law of his State. Thus, by definition, workers who receive unemployment benefits are wage earners who have been employed recently enough and to a sufficient extent to meet at least the minimum qualifications for benefits under their State law. Unemployment benefits are provided to make good a part of the wages lost by such workers during relatively brief periods in which they cannot get suitable work. In many cases these benefits will tide them over until they can find jobs and will keep them from having to ask for relief. Unemployment compensation thus helps to a considerable extent to prevent the necessity for relief among workers who constitute, more or less regularly, a part of the covered labor force.

In some cases workers remain without a job after they have received all the benefits to which they are entitled and must then seek public aid. Under ordinary circumstances, probably the most frequent connection between unemployment compensation and relief is through workers such as these, who have exhausted both their rights to benefits and their own resources and are still unemployed. In other instances workers covered by the unemployment compensation system may need public aid during the waiting period before their benefits are payable or may need supplementary assistance while they are receiving benefits. Delay in payment of benefits also may force destitute workers to apply for relief before they receive their benefit

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checks. The extent to which some type of relief is provided under circumstances such as these varies widely in different parts of the country in accordance with relief policies and resources.

Many workers who had been employed in 1937 and had earned wage credits sufficient to entitle them to unemployment compensation were laid off in the autumn of that year, weeks or months before they could claim benefits in States which began payments in 1938. By the end of 1937 large numbers of prospective beneficiaries of unemployment compensation were on the rolls of State and local relief agencies or were working on projects of the Works Progress Administration. The effect of this situation was to reverse the usual relation between the programs, in that some qualified workers were "on relief" or had WPA jobs before they had received unemployment compensation. The security wages paid under the Works Program to persons certified as in need of relief are, understandably, higher in some instances than an individual's unemployment benefit. Workers were reluctant to give up work-relief jobs which paid wages higher than their unemployment benefits, the more so because of the limited duration of benefits. Sometimes they feared that, if they claimed unemployment compensation, they might encounter difficulties later in regaining their relief status or in obtaining another relief job.

Officials of the Works Progress Administration asked State unemployment compensation administrators for information concerning the status of persons employed on WPA projects who had claimed or were eligible to receive unemployment benefits. In March 1938 the Social Security Board expressed the opinion that services on a WPA project and remuneration therefor should be construed to constitute services and wages within the meaning of these terms in the definition of total and partial unemployment in the State laws, and that workers in receipt of WPA wages were to be classed as employed. The Board further recommended acceptance of the view that the rates of WPA remuneration constituted a "security" wage generally paid for a monthly period, although the recipient might perform services for only part of that period. Under this construction, WPA employees would not be entitled to benefits for total or partial unemployment during any period for which their "security" wage was paid, and weeks of WPA employment would not be counted as weeks in the waiting period for unemployment compensation. Many special questions which perplexed administrators in the States which began benefit payments in 1938 were the result of an unusual situation, that is, the inauguration of benefits in a period of recession.

Recipients of public aid and actual or potential beneficiaries under the unemployment compensation program comprise two large groups

which overlap only in part. Many families are on the relief rolls because of sickness or the absence of a breadwinner rather than inability to find jobs. Many workers covered by the unemployment compensation program may never be obliged to seek public aid; brief periods of unemployment account for a large share of all unemployment in ordinary times. Only fragmentary information is available to show to what extent workers who received unemployment benefits during the latter half of the fiscal year 1937–38 also received public aid or, on the other hand, to what extent the payment of unemployment benefits lightened the actual or potential burden on relief funds during that period. It is undoubtedly true that in benefit-paying States, especially those with large industrial populations, payment of unemployment compensation resulted in substantially lower expenditures for relief and for employment on works projects than would have been necessary had benefits not been available.

Current and Future Questions

In principle, unemployment compensation provides for payments to workers who are able and willing to work but are unable to find jobs; the contributions collected under State laws are designed to provide amounts solely for this purpose. A considerable volume of unemployment, however, is caused by illness and disability, and workers whose unemployment results from inability to work will not be able to qualify for benefits under the present program, even though they may have wage credits which would entitle them to benefits if they were able to work. Workmen's compensation laws, now in operation in all except two States, protect most workers against wage loss resulting from illness or disability arising out of employment, but no insurance provision is made under Federal or State laws for those who are unable to work because of nonindustrial injury or illness. The loss of wages among low-income groups and the increase of family obligations to meet the costs of medical care constitute a continuing threat to economic security. Measures to provide protection against these risks concern both the Federal Government and the States.

Mention has been made of some of the fields in which present provisions of the program must be linked with other State or Federal services to afford needed protection to workers already covered by the program. In this connection must be considered the needs of individuals who are still without work when their rights to benefits are exhausted; of workers, especially those with large families, whose benefit payments together with any other resources they may have are insufficient to tide them over even the waiting period and period of benefit payments; and of those who are without earnings, temporarily

or permanently, because they are sick or disabled. A wide range of study and effort, in which the Board is endeavoring to do its share, is required at all levels of government—Federal, State, and local.

Similar consideration is required for problems resulting from loss of work among members of the major groups affected only slightly or not at all by provisions of the program, such as workers in agriculture, domestic service, government service, and certain kinds of casual employment, and the varied groups of persons in professional, commercial, and other fields who constitute the self-employed. The Board is convinced that the hazard of involuntary loss of earnings is serious for such groups, and that, with time, appropriate methods can and will be devised to cope with it. Unemployment compensation and social insurance in general are measures designed largely to operate within the field of employment. It seems likely that within systems of social insurance, devices can be worked out in this country as in many instances they have been in Europe, to meet the situation of some of these groups. For others, some other type of program may prove more appropriate.

Searching questions are raised also by the plight of workers in geographic areas or in industries where jobs have wholly disappeared. In the past, economic progress in the United States has been based on rapid and extensive shifts in types of occupation, methods of work, and the location of commercial and industrial centers; continuance of that progress implies a mobility of industry and labor whereby localities or groups of workers in certain occupations become stranded. On a national scale, a catastrophic situation arises in periods of severe depression. In technological unemployment and cyclical unemployment, an unemployment insurance system serves at the outset as a buffer in absorbing some of the shock to workers, communities, and the Nation. In such situations, however, it provides only a temporary palliative; no form of contributory insurance, supported by levies on pay rolls, can be expected to bear the brunt of catastrophes arising from the dislocations which, at any time, affect scattered occupations or areas within a country and on occasion overwhelm the whole economy.

Study of such forces and recommendation are implicit in responsibilities delegated to the Board and to many State unemployment compensation agencies. At the present time effort must be focused on administration of the existing Federal-State program and its extension within bounds set by present knowledge and resources. The Board believes that day-to-day operation must be guided by an understanding of the objectives already attained or attainable and their relation to even larger problems of unemployment.

· IV ·

PUBLIC ASSISTANCE

Three titles of the Social Security Act are similar in purpose, administration, and operation in that each provides for grants of Federal funds to share, with the States, the costs of assistance given to individuals. The assistance in which the States and the Federal Government are thus collaborating is of three types: aid to needy persons aged 65 and over, aid to the needy blind, and aid to dependent children under the age of 16 who have been deprived of parental support. To receive a Federal grant under any of these programs a State must submit a plan which can be approved by the Social Security Board as meeting the basic requirements of the act and, after approval of its plan, must furnish with its requests for Federal funds the data requested by the Board. The responsibilities of the Board include, further, periodic review of each State program to make sure that its operation conforms to the provisions of the act and that Federal funds are expended for the purpose for which they are appropriated. In addition, the Board provides many services directed toward the development of well-rounded programs of assistance to persons in need. Administration of the public-assistance provisions of the Social Security Act is delegated primarily to the Bureau of Public Assistance, which works in collaboration with the bureaus and offices charged with special aspects of the program such as statistical reporting, research, legal counsel, auditing, personnel administration, and public information.

These basic responsibilities are not unlike those carried by the Board in the field of unemployment compensation, in which the Federal Government also collaborates by making grants for specified purposes to States whose programs and administration fulfill the general requirements of the Social Security Act. The underlying principles of the public-assistance program and the two insurance programs established by the act are, however, widely dissimilar. Under both the unemployment compensation and old-age insurance programs, individuals are qualified for benefits by reason of their employment. Public assistance, on the other hand, is provided for persons who, because of their youth or their advanced years or blindness, are unable to earn their living and are without resources sufficient to assure their support. The insurance programs help to prevent dependency arising from unemployment or old age by enabling wage earners to acquire credits which will entitle them to specified benefits when they cannot get suitable work and, on retirement from regular employment,

old-age benefits at age 65 or later. Public assistance deals with the present need of the person who receives it, regardless of his past employment. Through the special types of public assistance established under the Social Security Act the Federal Government has assumed joint responsibility with the States in meeting certain of the responsibilities for the support of the helpless and needy which individuals, churches, social agencies, and communities have long recognized.

Public Aid in the United States

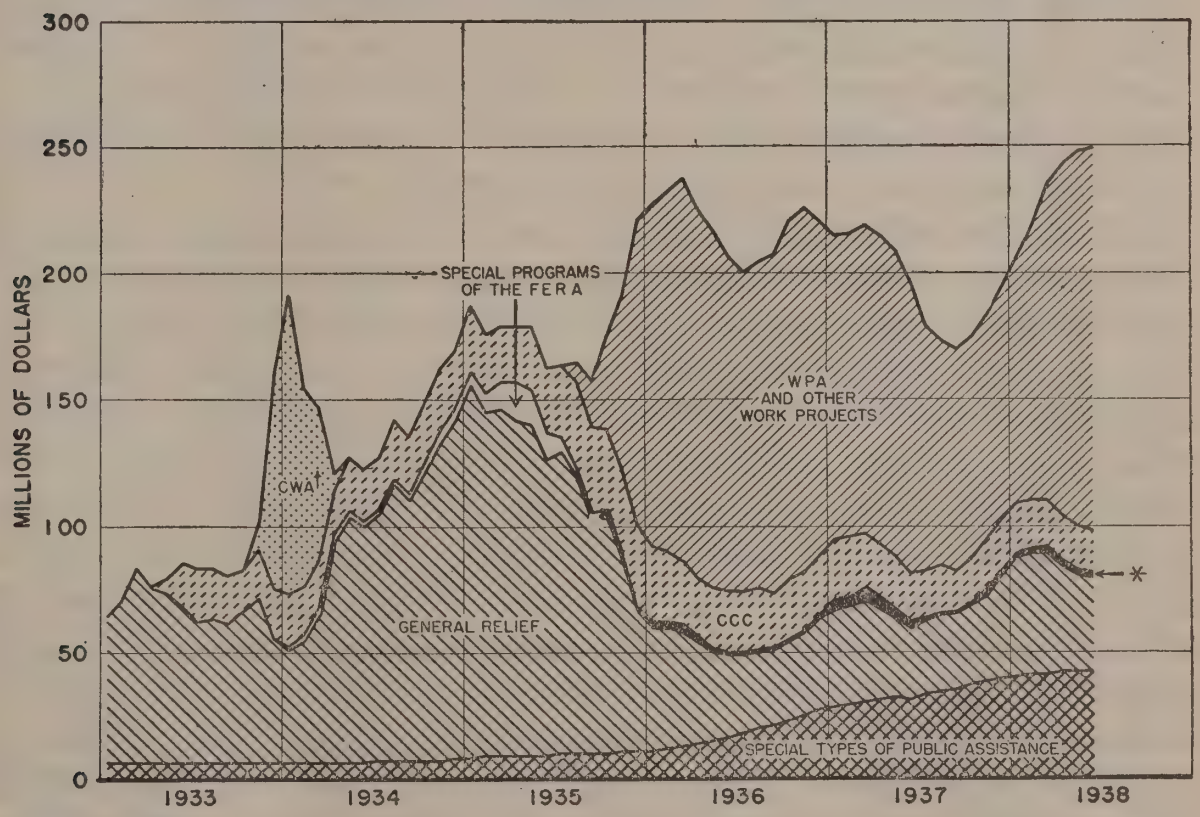
During the fiscal year 1937–38, as in the two prior years, payments to recipients of public assistance under the Social Security Act constituted an increasing share of the total cost of public aid to persons in need. In the fiscal years 1933–34 and 1934–35, when these forms of assistance were provided without Federal participation, total payments to recipients of old-age assistance, aid to dependent children, and aid to the blind constituted about 5 percent of all public aid. In the fiscal year 1935–36, in which Federal funds under the Social Security Act were available for five months, these payments represented nearly 6 percent of total public-relief payments; in 1936–37, more than 12 percent; and in 1937–38, nearly 19 percent. As reported elsewhere, the past fiscal year has continued to show development of the program both in the number of recipients of public assistance and in the aggregate amounts of payments for these purposes.

Federal funds unquestionably have made it possible for the States to provide more extensive aid than in the past for these groups of their people, though to some extent the development of the public-assistance programs represents a transfer to this form of assistance of costs formerly borne by public funds for other forms of aid. Chart 15 and table D–2 show changes, for successive years, in the amounts and types of public payments to needy persons. Prior to the approval of the Social Security Act, the Federal Government had been forced, by widespread unemployment and general economic conditions, to assume a large share of relief costs through the programs established by the Federal Emergency Relief Administration and the Civil Works Administration. General relief, largely financed from Federal emergency relief funds from 1933 through 1935, reached a high point of 77 percent of total relief in 1934–35. In 1937–38 general relief, toward which the Federal Government no longer contributes funds, accounted for only 18 percent of the total; this was a slightly smaller percentage than that represented by payments for the special types of public assistance, to which, doubtless, had been transferred some obligations incurred for aid to aged and blind persons and dependent children who were formerly cared for out of general relief funds.

Figures compiled by the Social Security Board with the collaboration of other governmental agencies indicate that in the fiscal year 1937–38 obligations totaling nearly $2.5 billion, exclusive of administrative expense and transient care, were incurred from public funds for aid to persons in need in the continental United States. That figure includes obligations incurred for payments to recipients of the special types of public assistance and for general relief extended to cases; earnings of persons, certified as in need of relief, employed under the Works Program, including the Works Progress Administration, National Youth Administration, and relief projects maintained under other Federal agencies, such as emergency projects of the Public Works Administration and Rural Electrification Administration; earnings of persons enrolled in the Civilian Conservation Corps; and emergency subsistence payments to farmers under the Farm Security Administration. For the fiscal year 1936–37 the corresponding figure exceeded $2.5 billion.

During July, August, and September 1937 there was a continuance of the decline in total relief payments which had been evident through the spring of that year. Starting with October 1937 the economic

Chart 15.—All public relief: Amount extended in the continental United States, excluding administrative expense and transient care, January 1933–June 1938[1]



[1] See table D–2.

* Subsistence payments to farmers.

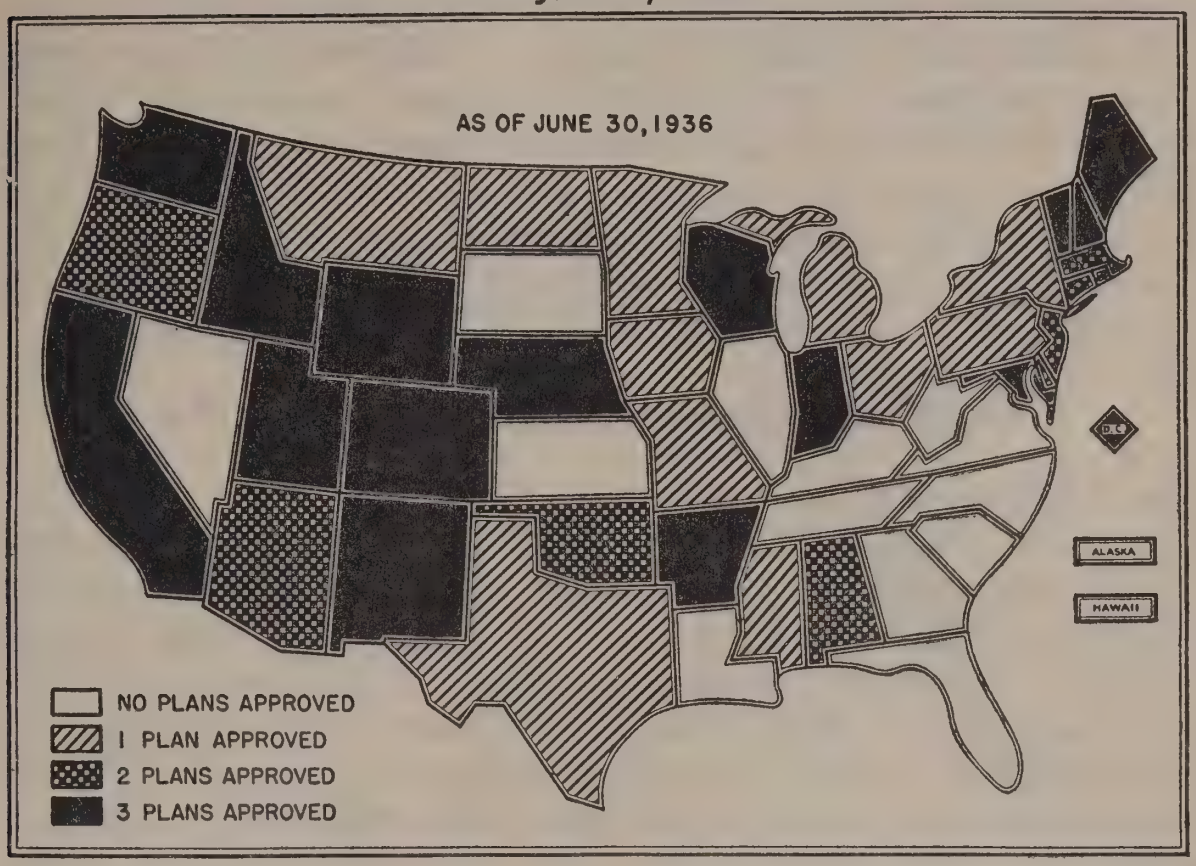
† Represents earnings of persons previously receiving relief, estimated arbitrarily by the Works Progress Administration as 50 percent of the total obligations incurred for earnings from Federal funds under the Civil Works Program.

recession occasioned a reversal of that downward trend, and total relief showed a consistent rise throughout the remainder of the fiscal year, though total payments for the year were somewhat less than for the preceding year. In June 1938 earnings under the Works Program constituted 60.7 percent of all public relief. Next in magnitude were the special types of public assistance, which accounted for 16.8 percent, followed by general relief with 14.9 percent; the remainder represented largely earnings of persons enrolled in the Civilian Conservation Corps.

It is estimated by the Board that in June 1938 there were 6.4 million different households, including some 20.4 million persons, in which public aid of one or more types was received. The estimated number of different households in receipt of public aid followed the same general course during the fiscal year as that of relief payments, with a low point in September 1937, when, it is estimated, about 4.4 million different households, comprising some 13.2 million persons, were being assisted by public funds under one or more types of aid. In subsequent months there was a notable rise in the numbers of persons certified as in need of relief employed under the Works Program, and especially under the Works Progress Administration, which reported an increase of 1.3 million such persons in June 1938 as compared with the preceding September. It is pertinent that total nonagricultural employment in June 1938, according to data of the United States Bureau of Labor Statistics, had dropped by more than 3.3 million from September 1937. There was a marked rise during this period in general relief cases, which numbered 1.7 million in June 1938 as compared with 1.3 million in September 1937.

The numbers of recipients of the special types of public assistance continued to increase during the fiscal year 1937–38 and were maintained at levels much higher than those recorded prior to the Social Security Act. In August 1935, the month in which the act was passed, there were, in the continental United States, 314,000 recipients of old-age assistance and 33,000 recipients of aid to the blind, while 110,000 families were receiving aid on behalf of 275,000 children. By June 1938 Federal funds for grants to the States for public assistance had been available for 29 months. Within this brief period, the number of recipients of old-age assistance had increased to nearly 1.7 million; there were 62,000 recipients of aid to the blind; and 260,000 families were receiving aid on behalf of 642,000 dependent children. The extent to which the Federal Government is participating in these fields of assistance is indicated by the fact that in June 1938 all recipients of old-age assistance, about 93 percent of all families receiving aid for dependent children, and about 62 percent of all persons receiv-

Chart 16.—Public assistance: States with plans approved by the Social Security Board, as of June 30, 1936



ing aid to the blind were being assisted under State plans for which Federal funds had been granted in the proportions specified in the act.

The record of public provision for persons in need outlined in the appendix in tabulations for 1937–38 and prior years suggests the magnitude and complexity of problems of insecurity in which the Board is charged with responsibilities for study and recommendation and, in designated fields, for administration. A discussion of ways in which programs of public relief relate to the program of unemployment compensation is given in that section of this report. The extent to which relief is an accepted public responsibility is suggested by figures for the calendar year 1937 reported from 116 urban areas comprising approximately two-thirds of the urban population of the United States. During that year relief payments from public funds, including payments for the special types of public assistance and for general relief and earnings under the Works Progress Administration, comprised 98.9 percent of the total aid reported. A similar relationship between amounts of public and private relief was apparent from reports from 385 sample rural and town areas.[1]

The public-assistance programs now in effect under the act have gone far toward clarifying the problem and affording a method for its

[1] Current data on relief in 116 urban areas and in 385 rural and town areas, as well as data on all public relief in the continental United States and State data on the special types of public assistance and general relief, are published monthly in the *Social Security Bulletin.*

solution for three groups whose need for aid—and often for prolonged aid—is obvious, since by definition these aged persons, children, and blind persons have insufficient resources of their own and little chance to earn their living. While the following pages indicate many points at which the Board finds that the present programs of public assistance fall short of adequacy in coverage, in funds, or in completeness and integration of administration, it is believed that the conclusion of a period of less than two and one-half years in which Federal funds have been available has been marked by a notable degree of achievement.

Public Assistance Under the Social Security Act

Built upon principles already established in some States prior to the enactment of the Social Security Act, public-assistance programs were quickly adopted in many States. Before the close of 1935 and before funds were appropriated for grants to the States, seven States and the District of Columbia had plans for all three public-assistance programs approved by the Social Security Board. The accompanying maps show the number of jurisdictions with one, two, and three approved plans as of June 30 in the years 1936, 1937, and 1938, respectively.

The total number of approved plans at the close of the fiscal year 1937–38 was 130 or nearly 85 percent of the total possible if all jurisdictions availed themselves of the opportunity for Federal-State cooperation in these fields. By June 30, 1938, 36 or nearly three-fourths of the jurisdictions had all three plans approved; all but one had approved plans for old-age assistance; and approved plans for aid to the blind and for aid to dependent children were lacking in only 11 jurisdictions.

The Extent of Public Assistance in 1937–38

It must not be assumed that the expanding number of recipients of any form of the special types of public assistance includes the same individuals from month to month. A special study of case turn-over during the period from January 1937 to April 1938 indicates that for every 1,000 recipients of old-age assistance for a given month, from 20 to 42 cases were added to the rolls. During the same months, from 10 to 14 cases of old-age assistance per 1,000 were dropped from the rolls because of death, need of institutional care, improved economic circumstances, or ineligibility disclosed by reinvestigation. The net increase in the number of recipients for any month is, of course, the difference between the number added to the rolls and the number separated. The factor of turn-over in old-age assistance and other forms

Chart 17.—Public assistance: States with plans approved by the Social Security Board, as of June 30, 1937

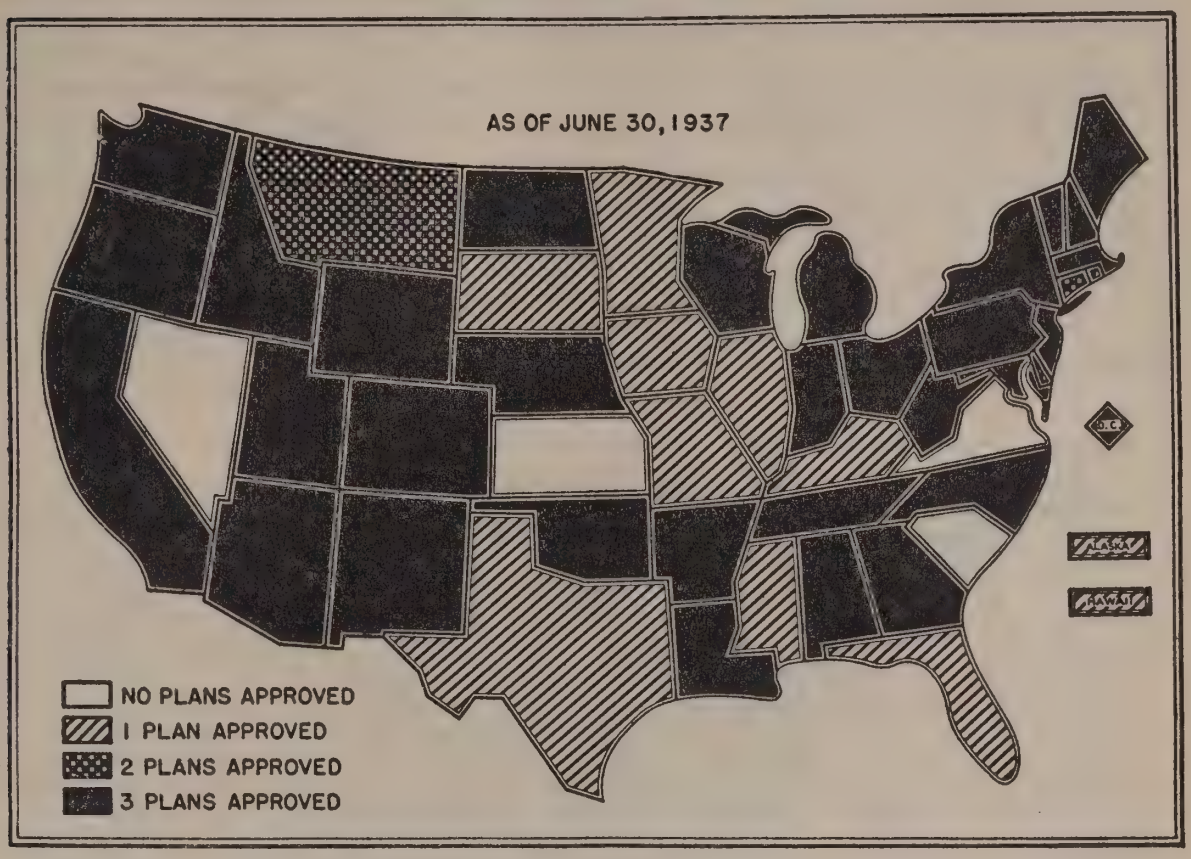


Chart 18.—Public assistance: States with plans approved by the Social Security Board, as of June 30, 1938

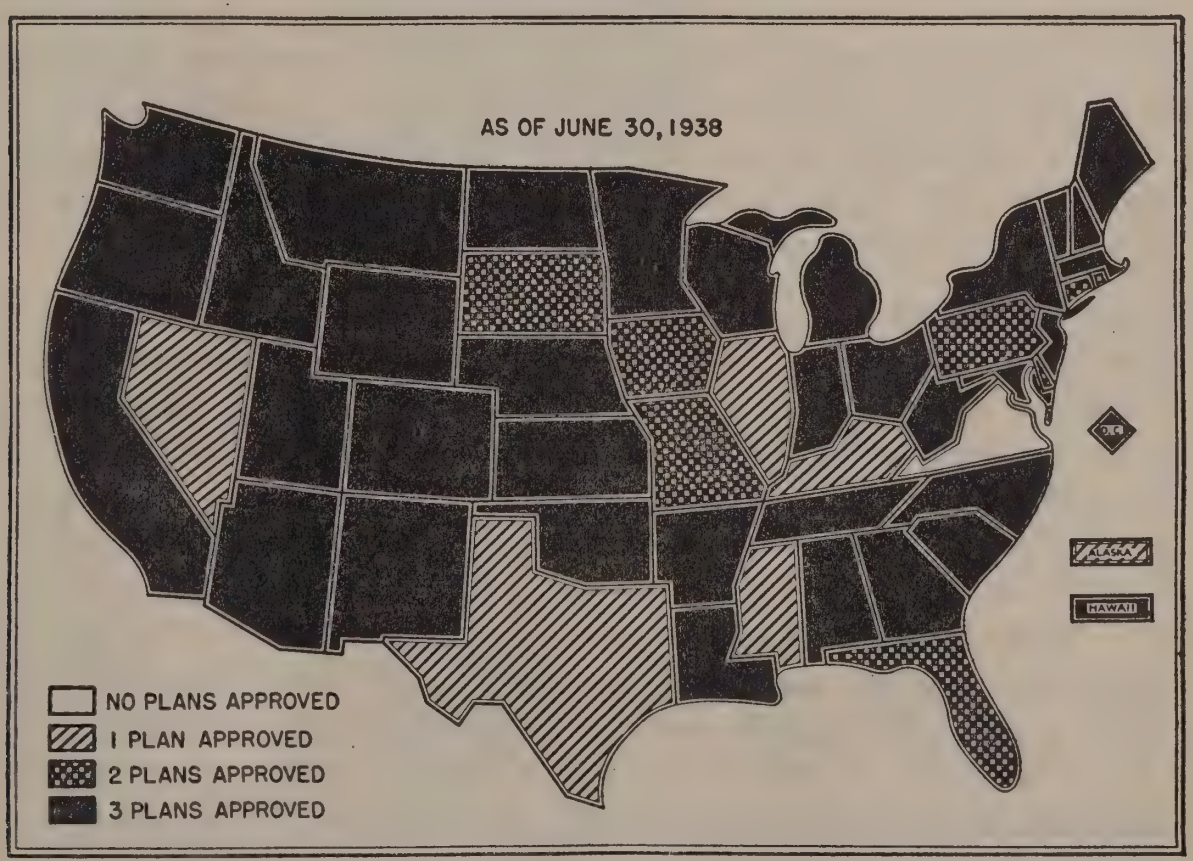
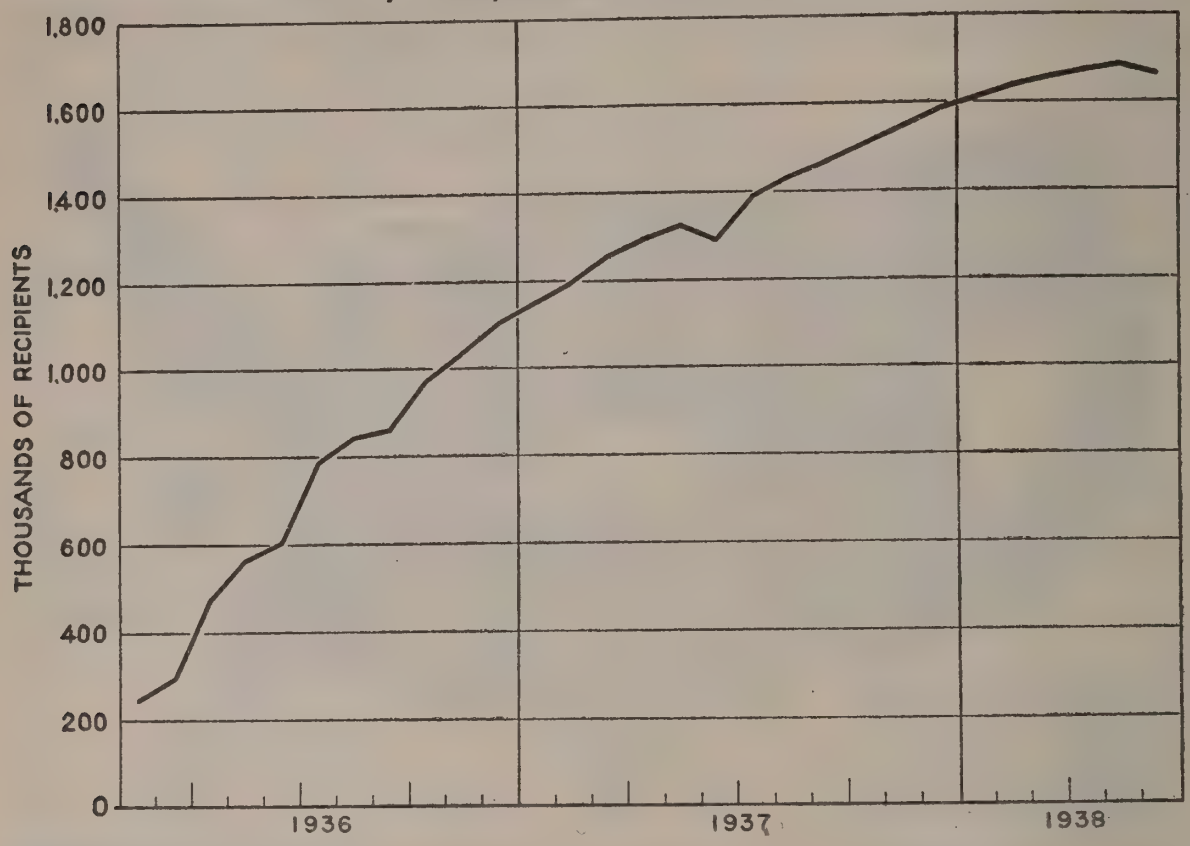


Chart 19.—Old-age assistance: Recipients in States with plans approved by the Social Security Board, February 1936–June 1938[1]



[1] See table D–7.

of public aid or assistance makes it difficult to estimate the total number of persons who have received aid during an entire month or year.

During the final month of the fiscal year 1937–38, in States cooperating under the Social Security Act, public-assistance payments amounting to a total of $41 million were made to 1.7 million recipients of old-age assistance; to 604,000 of the Nation's dependent children living in 244,000 family homes maintained by close relatives, and to 39,000 needy blind recipients.

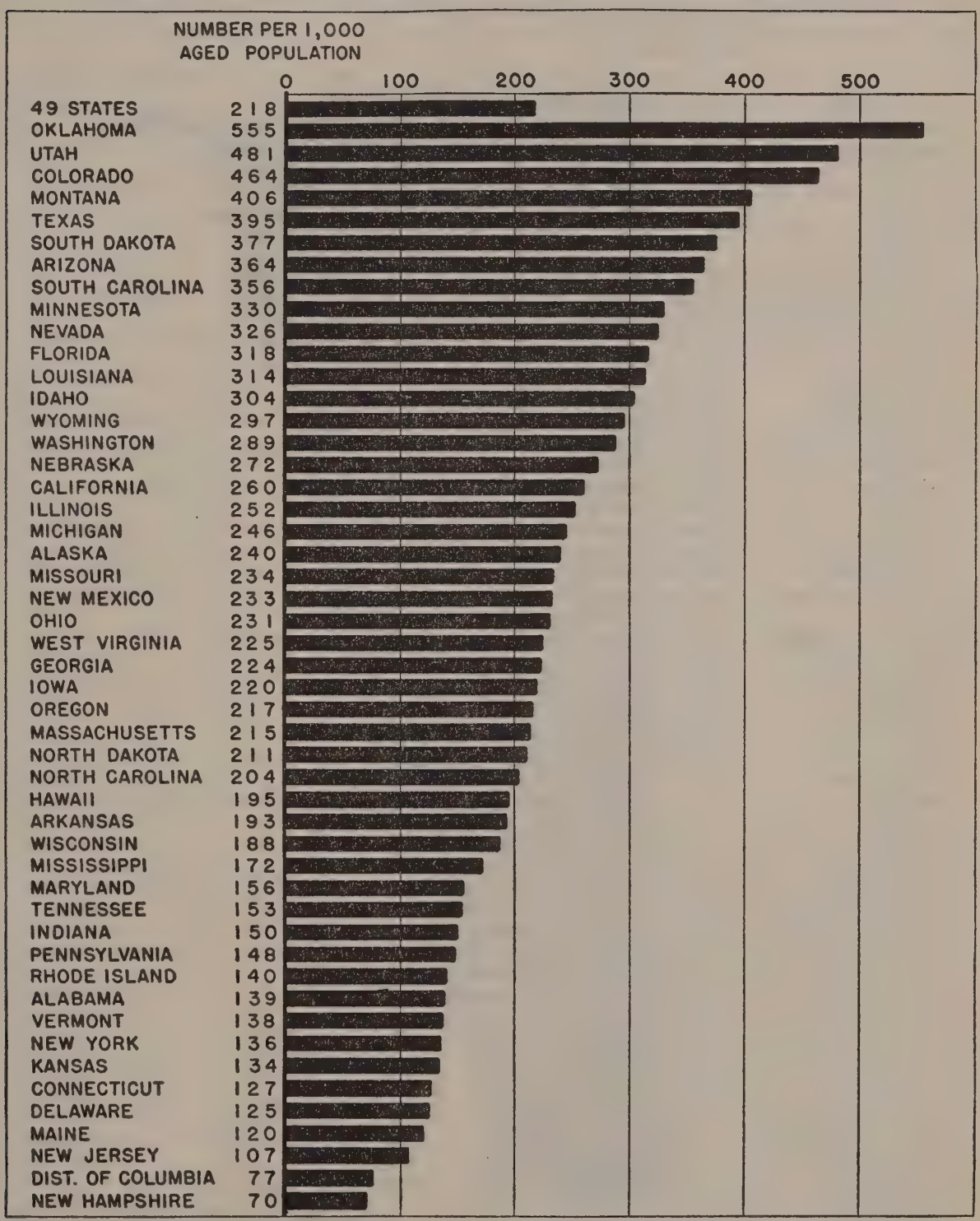
Old-age assistance

The Social Security Act authorizes the Federal Government to participate equally in payments, up to a Federal-State total of $30 a month, to qualified recipients of old-age assistance under approved State plans. In some instances, States with approved plans make payments for which Federal funds may not be used, such as those to persons between the ages of 60 and 65 and to inmates of public institutions. Some States make direct payments of more than $30 a month; in such cases only $15 can be used from Federal funds, while the State or State and locality supply the remainder. The amount granted by the Social Security Board as the Federal share of assistance payments is increased by 5 percent to provide funds to be used for a part of the administrative costs, for additional assistance payments, or for both.

Total Federal, State, and local obligations for old-age assistance payments exclusive of administrative costs amounted to $361.6 million for the fiscal year 1937–38, as compared with a total of $243.2 million for the previous fiscal year. In 1937–38 the Federal Government granted $170.6 million to the States, to which was added $8.5 million for administration or assistance or both.

The number of recipients of old-age assistance in States with ap-

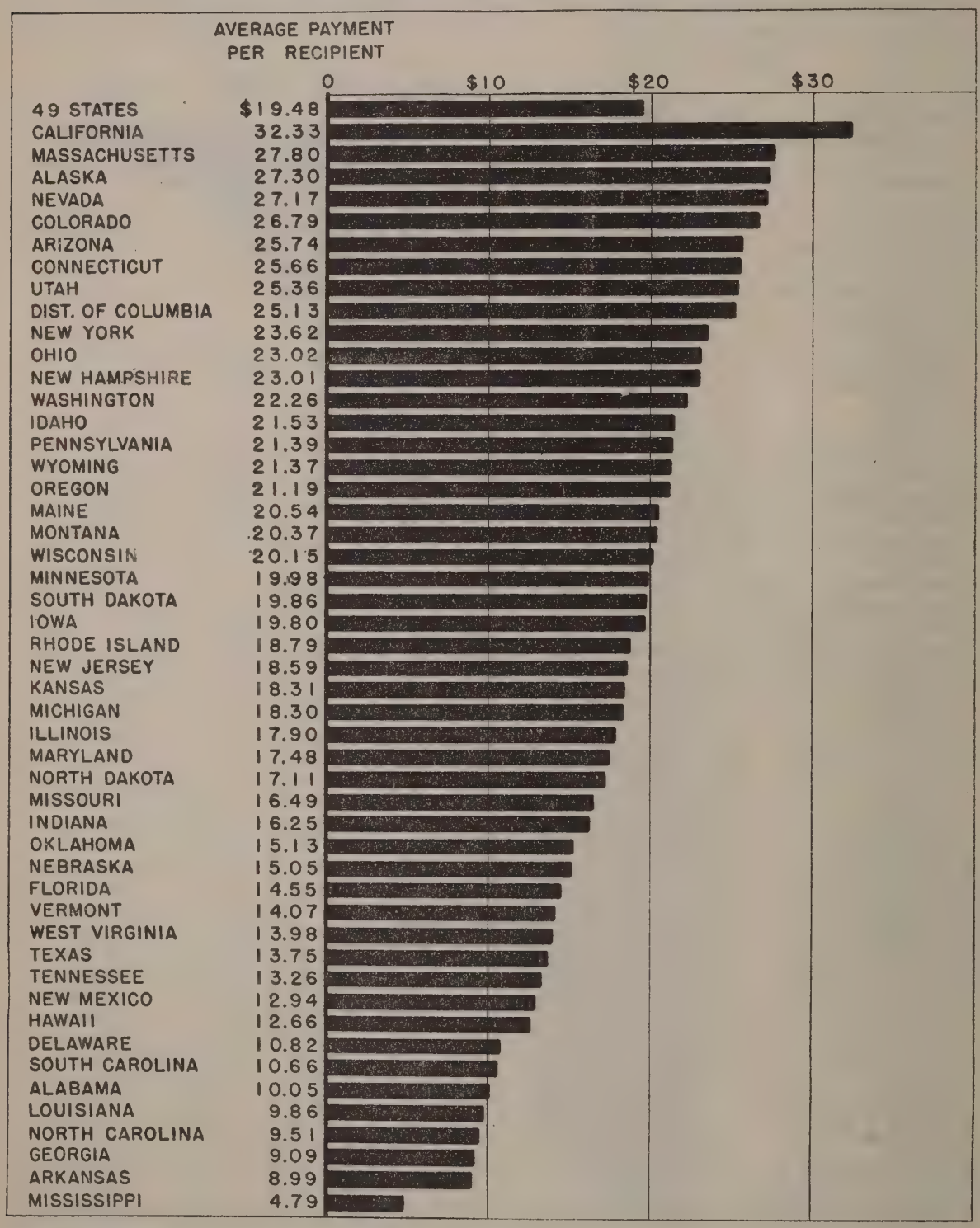
Chart 20.—Old-age assistance: Recipients per 1,000 population aged 65 and over in States with plans approved by the Social Security Board, June 1938[1]



[1] See table D-5.

proved plans increased by 29.0 percent from June 1937 to June 1938. Tables D–5 and D–8 indicate the wide variation among States in the number of recipients, in their proportion to the aged population, and in the average payment per recipient. Variations are to be anticipated since the States differ greatly in the length of time their old-age assistance programs have been in operation, in their bases for determining need of applicants, the costs of living within their boundaries,

Chart 21.—Old-age assistance: Average payment per recipient in States with plans approved by the Social Security Board, June 1938[1]



[1] See table D–5.

the extent to which aged persons may be sustained through their own labor or the aid of relatives, and the funds available for maintaining the needy aged. A few States grant aid only to persons aged 70 or over; this limit must be lowered to age 65 by January 1, 1940, if the State is to receive Federal grants subsequently.

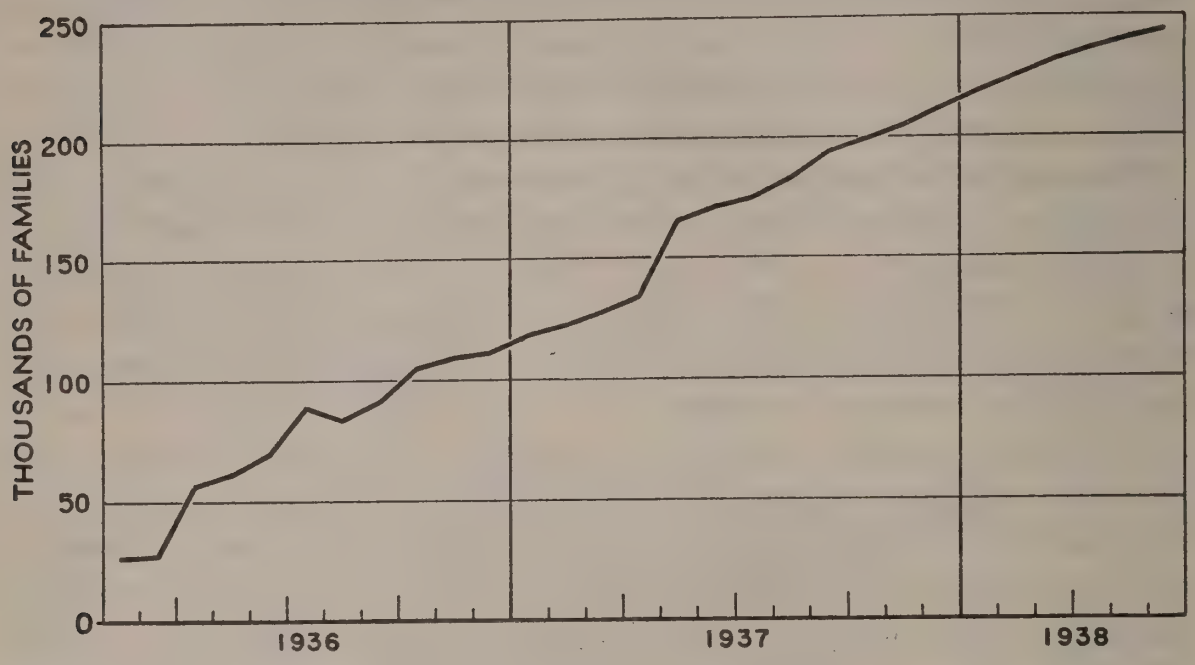
The number of recipients of old-age assistance in June 1938 ranged from 70 per 1,000 of the estimated population 65 years of age and over in New Hampshire to 555 per 1,000 of the estimated eligible age group in Oklahoma. The number of recipients in 13 jurisdictions represented 300 or more per 1,000 of the estimated eligible age group; for 17 jurisdictions the range was from 200 to 299; in 17, from 100 to 199; and in only 2 was the proportion less than 100 per 1,000. One State with an approved plan made no payments for June 1938. The ratios of recipients to the eligible age group in State populations must be used with caution in any attempt to measure the relative extent to which States are caring for the dependent aged. In some States problems of old-age assistance are complicated by higher-than-average ratios of persons 65 and over to the population of working age. Doubtless the extent of old-age dependency also varies widely among the States.

The average grant per recipient for all jurisdictions administering Federal old-age assistance funds was $19.48 for June 1938; for June 1937 it was $18.91. The lowest average for June 1938 was $4.79 in Mississippi, and in four other States the average was less than $10. In 10 jurisdictions the average fell between $10 and $15; in 14, between $15 and $20; in 11, between $20 and $25; and in 8, between $25 and $30. California had the highest average, $32.33. In all but 9 of the 40 jurisdictions which made payments for both June 1937 and June 1938, there were increases in the averages for the latter month, ranging from a few cents to more than $10.

Aid to dependent children

The Federal Government meets one-third of the total costs of an approved State plan for aid to dependent children, not including the amounts by which payments exceed $18 a month for the first dependent child in the home and $12 for each other dependent child in the same home. States may—and many do—make individual payments from their own funds in excess of the amounts for which Federal funds may be used. The Social Security Act specifies that Federal funds granted to the States for aid to dependent children shall be used only for children who are living in the homes of specified relatives. This provision has the effect of increasing the extent to which children who have been deprived of a parent's support and who do not need institutional care are able to remain in home surroundings.

Chart 22.—Aid to dependent children: Families receiving aid in States with plans approved by the Social Security Board, February 1936–June 1938[1]



[1] See table D–12.

Total obligations incurred from Federal, State, and local funds, exclusive of administrative expense, in the States administering Federal funds for aid to dependent children during the fiscal year 1937–38 amounted to nearly $81 million, almost double the amount incurred for this program for 1936–37. Federal grants for the fiscal year 1937–38 to States with approved programs for aid to dependent children amounted to $25 million, including funds allocated for the Federal share of payments to parents and relatives on behalf of dependent children and the Federal share of administrative costs.

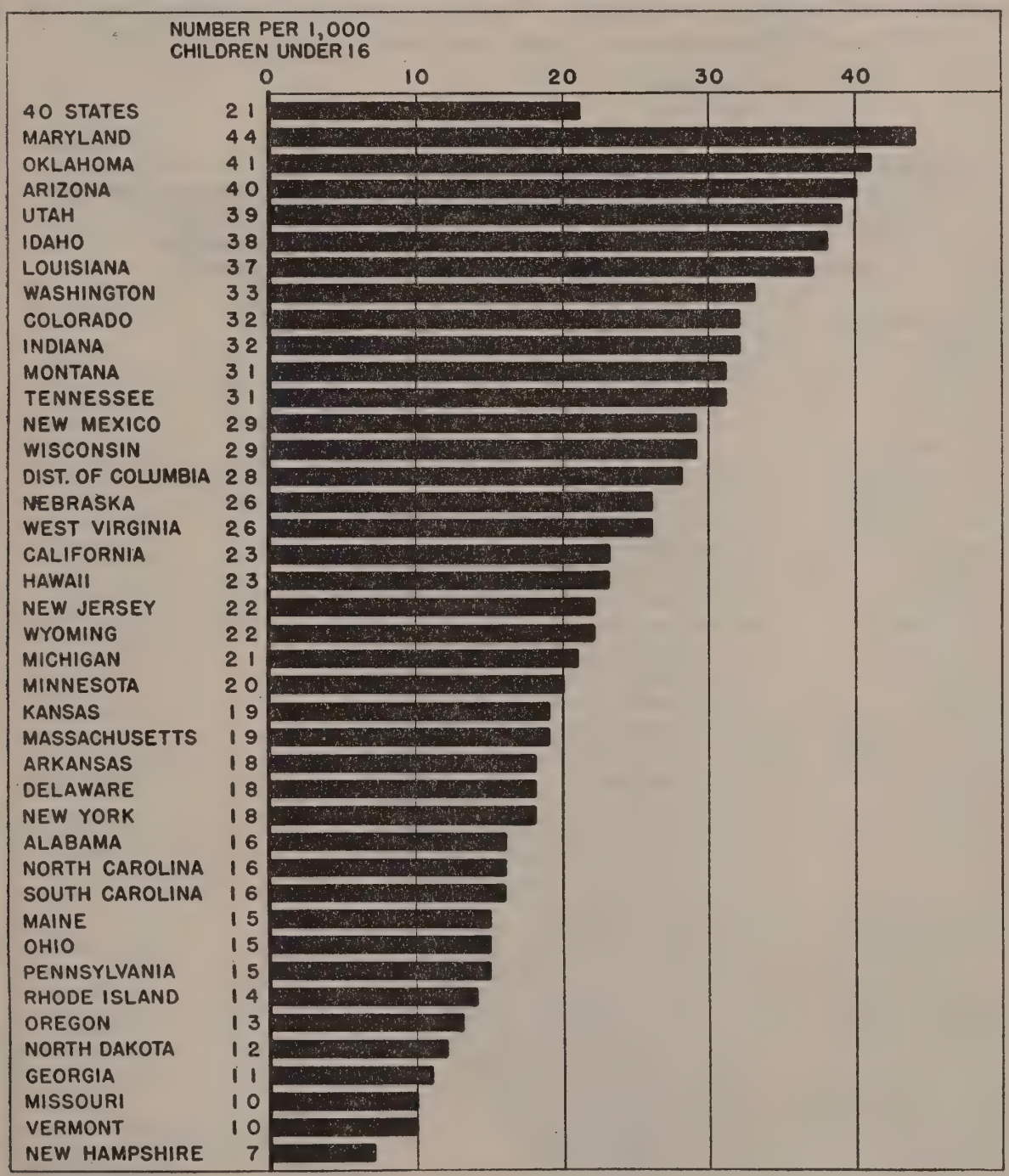
The total obligations incurred from Federal, State, and local funds for June 1938 for payments in behalf of dependent children, in 40 States with approved plans, amounted to $7.6 million, excluding administrative costs. For June 1937 total obligations for payments under 32 of the 33 State plans for which Federal funds had been provided were $5.2 million; the remaining State made no payments for that month. For these 33 States, total obligations for June 1938 thus show a 27.4-percent increase over those for the same month in 1937.

In 38 States, Hawaii, and the District of Columbia, which had approved plans, 604,000 children in 244,000 families received Federal-State aid for June 1938, as compared with 427,000 children in 171,000 families who received Federal-State aid in 32 jurisdictions which were administering Federal funds in June 1937. The proportion of recipients in States with approved plans ranged from 7 per 1,000 of the estimated population under 16 years of age in New Hampshire to 44

per 1,000 in Maryland. Three States had a ratio of 40 or more per 1,000; 8 from 30 to 39; 11 from 20 to 29; and 18 less than 20 per 1,000. The number of children receiving assistance per 1,000 of the eligible group does not, of course, reflect the wide variations which exist among the States in the proportion of children under 16 to the total population or the population of working age.

The average grant per family for June 1938 was $31.29 for the 40 jurisdictions with Federal-State programs for aid to dependent children, ranging from $10.65 in Arkansas to $57.73 in Massachusetts.

Chart 23.—Aid to dependent children: Children aided per 1,000 population under age 16 in States with plans approved by the Social Security Board, June 1938[1]



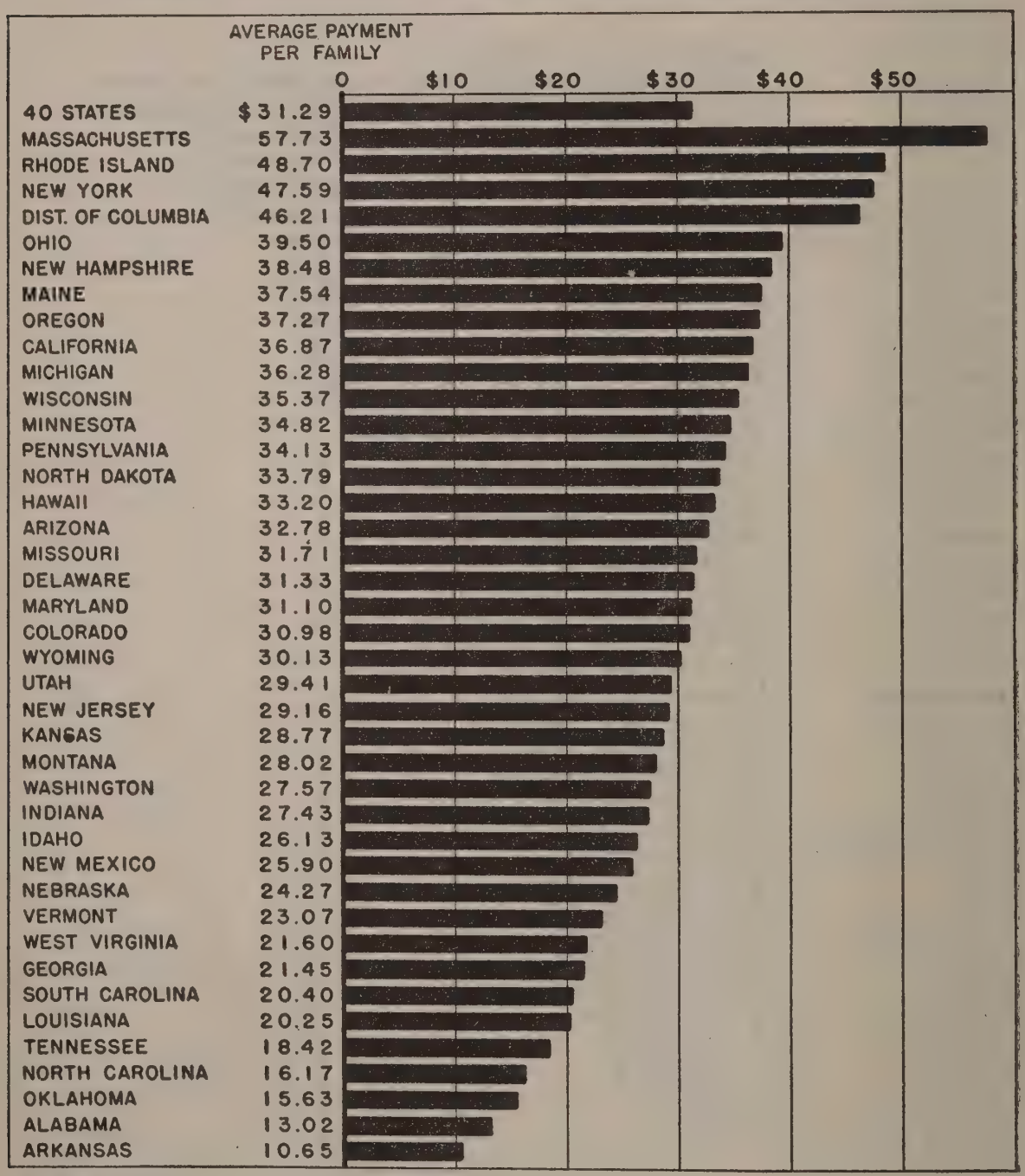
[1] See table D-10.

In 2 States the average was under $15; in 3, between $15 and $20; in 6, between $20 and $25; in 8, between $25 and $30; in 10, between $30 and $35; in 7, between $35 and $40; and in 4, more than $40. When June figures are compared for 1937 and 1938, it is found that 23 of the 32 jurisdictions which administered Federal funds in both months showed an increase in average payment.

Aid to the blind

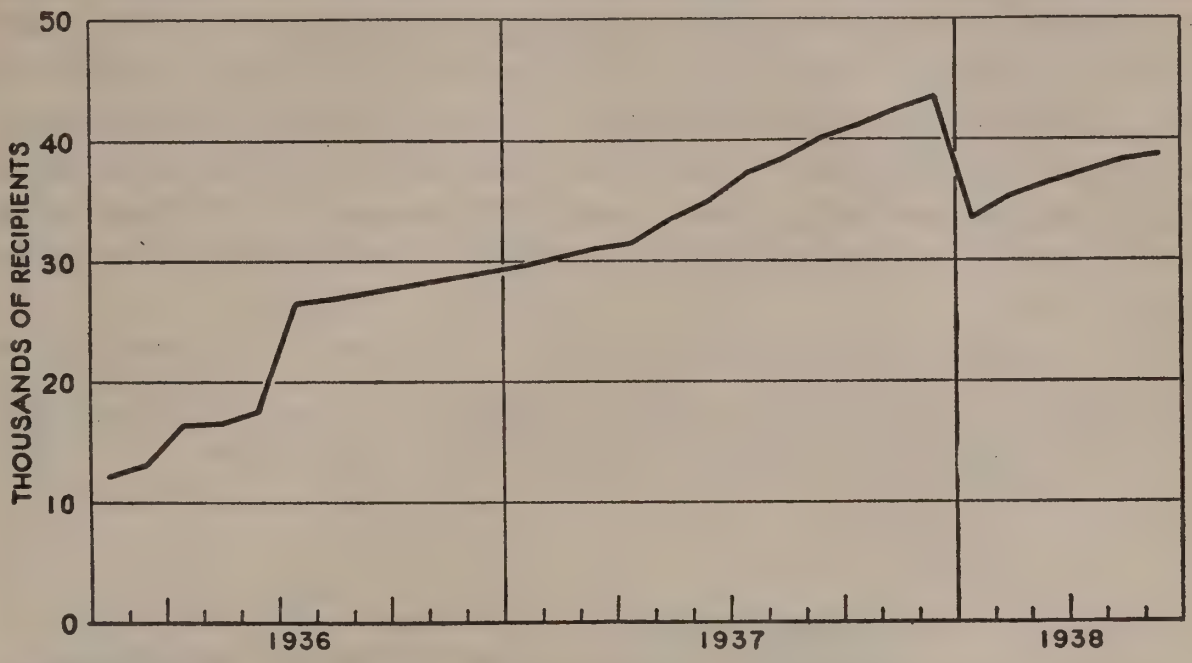
In June 1938, 39 jurisdictions were administering Federal-State programs for aid to the blind. In addition, Connecticut had an approved plan for which Federal funds had not been requested since

Chart 24.—Aid to dependent children: Average payment per family receiving aid in States with plans approved by the Social Security Board, June 1938[1]



[1] See table D-10.

Chart 25.—Aid to the blind: Recipients in States with plans approved by the Social Security Board, February 1936–June 1938[1]



[1] See table D–18.

the fiscal year 1935–36.[2] Pennsylvania's plan for aid to the blind was approved on December 31, 1935, but the statutory basis of the program expired on December 31, 1937, and no subsequent plan had been approved by the Social Security Board by the close of the fiscal year 1937–38.

As in old-age assistance, the Federal Government grants to States with plans approved under the Social Security Act, one-half of the amount (up to a Federal-State total of $30 per recipient per month) which the States pay as aid to the needy blind who are not residing in public institutions or receiving old-age assistance. In addition, the Federal Government increases the amount of its advance for assistance payments by 5 percent, permitting the States to use the additional sum for part of the administrative expense, for assistance payments, or for both. States may—and many do—pay more than $30 a month to individual recipients, but not more than $15 may be used from Federal funds.

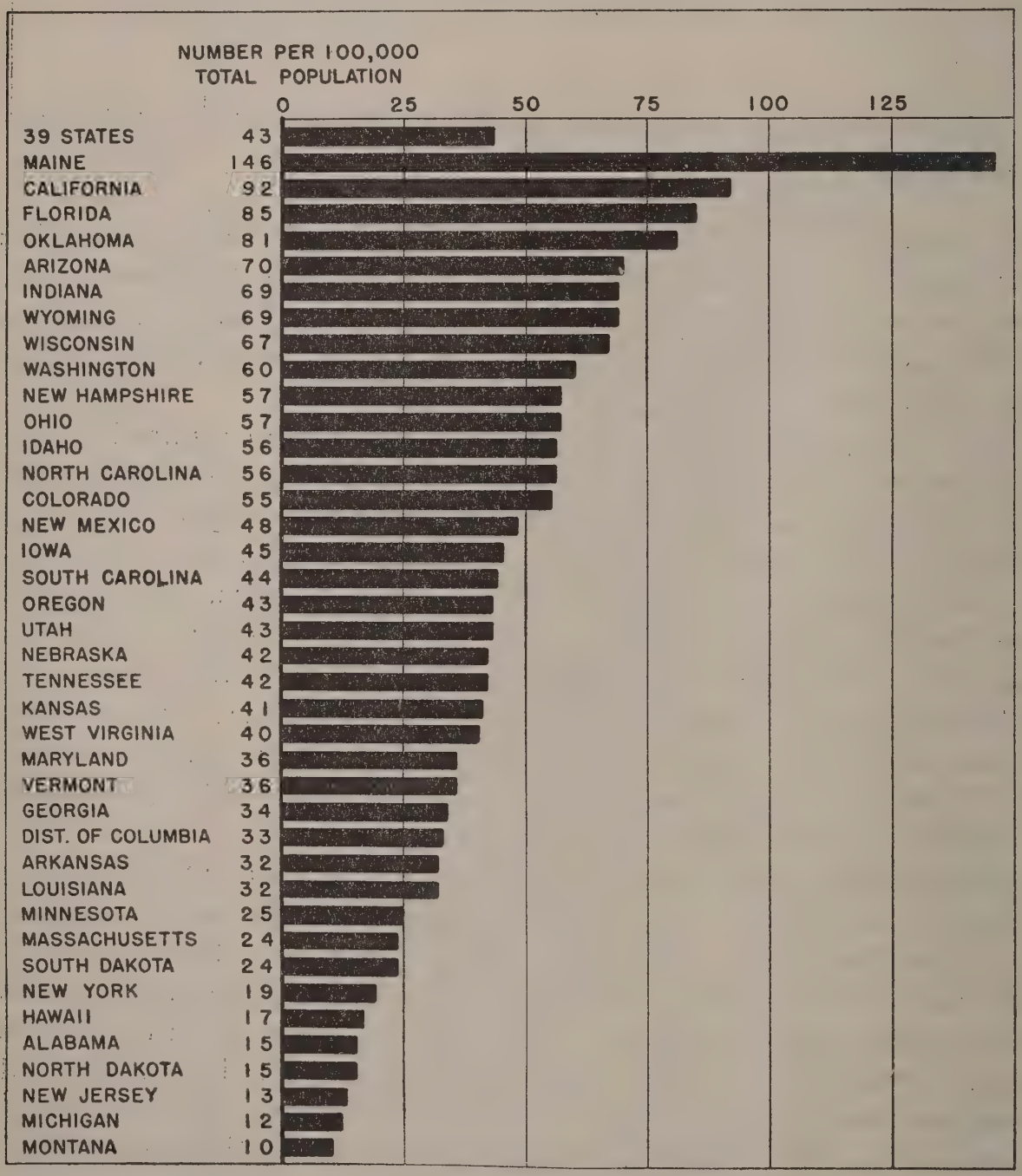
For the fiscal year 1937–38, the Federal Government granted the States a total of $5.2 million toward the operation of approved plans for aid to the blind. This total grant consisted of $4.9 million for assistance payments to recipients of aid and approximately $246,000 as the additional 5 percent. In States with plans approved by the Social Security Board the total obligations incurred from Federal, State, and local funds for aid to the blind during the fiscal year 1937–38 amounted to $11.4 million, exclusive of administrative costs. This

[2] A revised Connecticut plan for aid to the blind was approved on Nov. 1, 1938.

total exceeded by 27 percent obligations for the fiscal year 1936–37. Under the plans of 28 jurisdictions for which Federal funds had been provided for both months, the total obligations incurred for June 1938 were 33.7 percent higher than for June 1937, while the number of recipients had increased 20.3 percent. In the 39 jurisdictions administering Federal funds for aid to the blind in June 1938, there were 39,000 recipients of aid, as contrasted with a total of 35,000 recipients in 28 jurisdictions which made payments from Federal-State funds in June 1937.

The proportion of recipients of aid to the blind varied widely, as

Chart 26.—Aid to the blind: Recipients per 100,000 total population in States with plans approved by the Social Security Board, June 1938[1]



[1] See table D-16.

may be observed from chart 26, from a high of 146 per 100,000 of the estimated total population in Maine to 10 per 100,000 in Montana. The average rate for the 39 jurisdictions was 43 per 100,000. Variations among the States may arise from a number of factors, including State policy in giving old-age assistance or aid to the blind to aged blind persons who are eligible under either program. Since no valid data on the extent of blindness in the United States are available, the number of recipients of aid to the blind cannot be expressed as a percentage of the blind population.

For June 1938 the average grant for all 39 jurisdictions was $23.33 per recipient—$1.63 lower than the June 1937 average for 28 States. Of the 27 jurisdictions making payments for June of both years, 21 had larger average payments in June 1938 than in June 1937.[3] The lowest average per recipient in June 1938 was in Arkansas ($9.13) and the highest in California ($47.86). Only 2 jurisdictions paid an average of less than $10; 8 paid between $10 and $15; 7 between $15 and $20; 15 between $20 and $25; 5 between $25 and $30; and 2, more than $30.

Progress in Administrative Organization

Public-assistance programs in most States have already passed beyond the stage of primary concern with legislation and initial organization and now center on detailed planning for the development of more adequate organization, improved procedures, and greater recognition of the service responsibilities of State and local agencies. The Social Security Act allocates to the States responsibility for initiating a public-assistance program and for deciding questions of organization, administration, and policy. In the establishment and administration of State plans, the Social Security Board, however, is prepared to give advice and counsel to State public-assistance agencies.

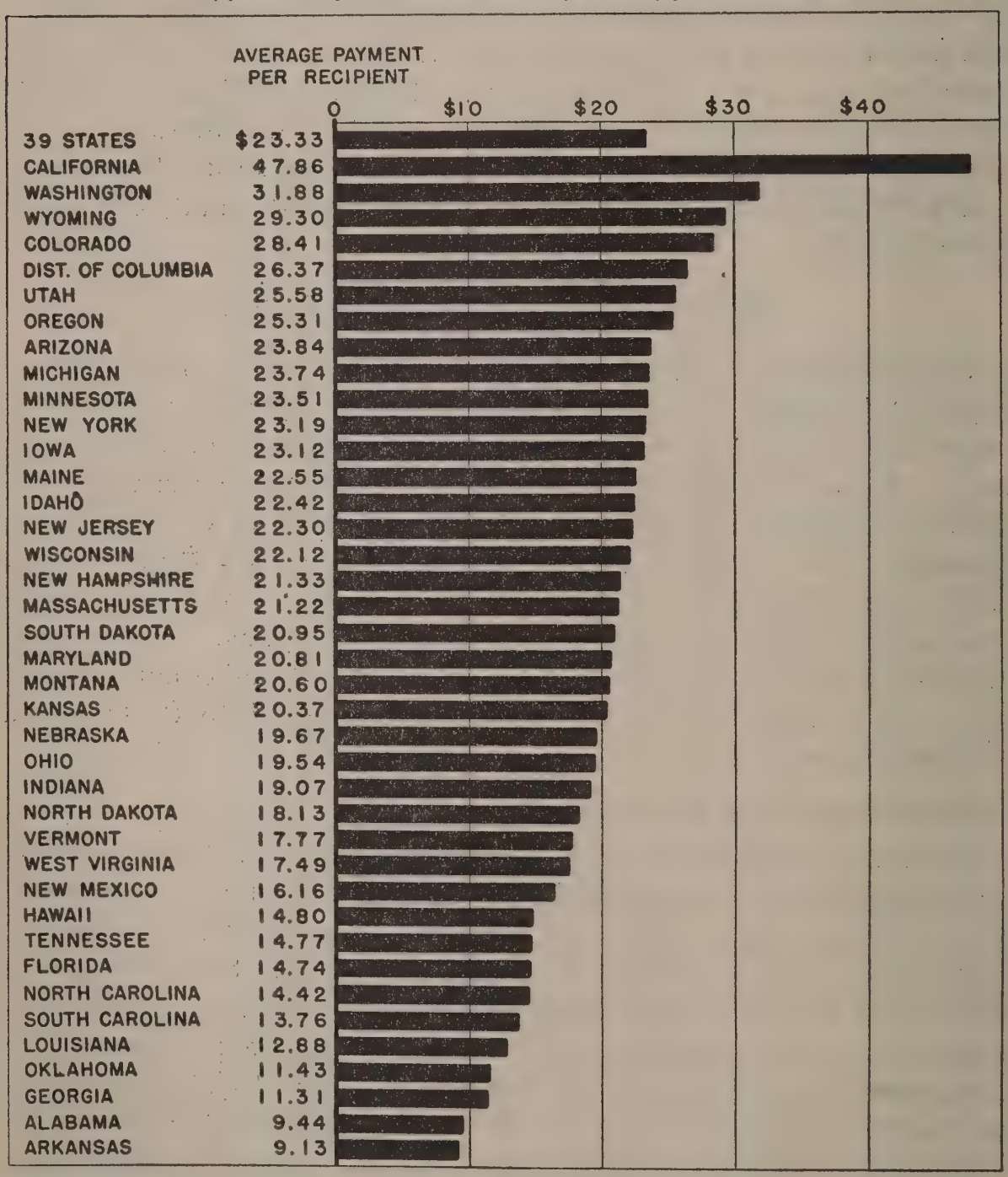
Services of the Social Security Board

Regional representatives of the Board visit the State agencies; discuss with State administrators the major problems involved in administration and reporting; interpret the requirements of the Federal act and the Board's regulations; assist State officials in developing new or revised public-assistance plans; and make suggestions and recommendations with respect to State problems of administrative organization, policies and procedures, legislation, finance, and related matters. As part of a field program the Board also

[3] The June 1938 average for all participating jurisdictions did not include Pennsylvania, since that State's plan had expired; in June 1937 Pennsylvania had a high average payment and its payments constituted more than one-third of the total for that month.

provides specialized advisory services on such matters as methods of determining need and otherwise establishing eligibility, medical care, family budgets, programs for ophthalmological examination of the blind; on procedures for developing standards of assistance; on standards for the appointment, classification, and training of State and local personnel; and on the development and use of reporting forms and auditing and accounting procedures. To provide State agencies with detailed and objective information on the operation of State and local programs as an aid in planning improvements

Chart 27.—Aid to the blind: Average payment per recipient in States with plans approved by the Social Security Board, June 1938[1]



[1] See table D–16.

in the programs, the Board stands ready to aid the States by making detailed studies of the administration of the public-assistance programs.

During the fiscal year 1937–38, in addition to the 16 new programs approved by the Board, 35 State plans were resubmitted and reapproved in revised or substantially amended form. In a number of States the legislatures made changes in the statutory basis for the State public-assistance programs. Many other States, as a result of the experience gained during the first year or two of operation of their public-assistance plans, modified their organizational structure or administrative operations without legislative change. Another group of States whose public-assistance plans had been approved in the earliest period of the Social Security Board's operation had not furnished information concerning their programs in the detail more recently submitted by other States. In order that the Board might have complete and comparable data on all approved programs, States were asked to submit new or revised plans to include detailed descriptions of the actual operation of their programs where the initially approved plan had been in brief form or had been altered materially.

State and local personnel

Under the Social Security Act, the Board is responsible for seeing that a State plan provides for efficient administration and guarantees adequate supervision of the program by a single State agency. Since effective administration is dependent largely upon qualified personnel, the Board has required that a State plan contain provisions relative to minimum qualifications to be used as a basis for staff selection in State and local agencies.

In States with applicable civil-service laws, the Board requires as a condition of approval of a public-assistance plan that the State agency conform to the State law with respect to the selection of personnel. In the other States the Board has encouraged the establishment of a merit system and has required that an approved State plan must contain provisions relative to minimum objective standards of education, training, and experience for State and local personnel. A career service, which is founded on unbiased selection of the best-qualified persons available, job classification based upon analysis of duties and responsibilities, an equitable plan of compensation, and promotion or dismissal on the basis of merit and performance, offers the public—whether as taxpayers or recipients of public assistance—a quality of service in keeping with the objectives of the Social Security Act and of State laws, and some assurance of reasonable administrative costs.

As has been pointed out in previous annual reports, the number of technically trained persons qualified to accept the responsibility involved in the efficient administration of State public-assistance programs has never been adequate, and the low salary scale which prevails in some States has seriously interfered with the employment of well-trained personnel. In a number of States, moreover, there are local residence requirements established either by law or by general policy which have seriously handicapped effective recruitment from available personnel. The inadequacy of administrative funds caused by percentage limitations or other arbitrary provisions has resulted in low salary scales and insufficient personnel in many State and local agencies. These conditions may make effective work difficult or impossible.

It has been the Board's position from the first that realistic, effective personnel standards can be developed only by the officials of the State and local agencies involved. While the Bureau of Public Assistance and the State Technical Advisory Service in the Office of the Executive Director have given consultative and advisory assistance to the States, it has been made clear to State officials that the responsibility for developing and maintaining standards could be assumed only by the State. When requested, members of the staff of the Board are available to State agencies for technical counsel in developing merit rules and regulations, in establishing job classification and compensation plans, and in planning merit-examination procedures.

Of the 50 jurisdictions with one or more public-assistance plans approved by the Board as of June 30, 1938, there are 14 in which the State staff is selected through civil-service examinations. In 8 of these 14, both State and local positions are under State-wide civil service, either because the program is State administered or because the State civil-service commission has jurisdiction over the examinations for both State and county staffs. In two others, civil-service examinations have been used for local staff positions through cooperative agreements between the State public-assistance agency and the State civil-service commission. In five States the law establishing State and county public-assistance agencies provides for merit examinations as the method of selecting personnel. In four additional States the State agencies are establishing examination systems for all positions or for county social-service positions under their general authority to promulgate rules and regulations. In the District of Columbia personnel are appointed from appropriate civil-service registers established for the Federal service. In other States some system of selection on the basis of objective minimum qualifications has been inaugurated or is in process of development.

Although progress has been made and increasing interest shown during the year in improving personnel standards in State agencies, much remains to be accomplished. The Board is confident, however, that there is increasing recognition of the value of qualified personnel in the field of public assistance and it is believed that, as increased efficiency and economy of administration resulting from the employment of such personnel are demonstrated, the existing personnel standards will be raised.

The Board has assisted States in planning staff development programs for State and local employees, including such matters as staff training through supervision and the granting of leave for professional training to a limited number of their promising employees in order that they may supplement their previous educational backgrounds. At the request of educational authorities, representatives of the Board participated in conferences with such agencies as the American Association of State Universities, the American Association of Land Grant Colleges, and the American Association of Schools of Social Work, called for the purpose of discussing the need for properly trained personnel in public assistance, the nature of the education and training required, and the facilities already available for professional education in this field.

State and local organization

A trend toward the development or reorganization of State welfare agencies to place responsibility for all three types of public assistance under one State agency has continued during the fiscal year 1937–38. Integration of responsibility provides an organizational basis for more economical and efficient administration, especially when the State agency also carries responsibility for other welfare functions, such as general relief and child-welfare services. It permits the State to maintain a balance among the various programs, to formulate consistent policies and procedures applicable to all methods of furnishing public aid and services to needy groups, and to develop a unified State field staff.

Of the 44 jurisdictions with more than one public-assistance plan approved by the Board at the close of the fiscal year, 31 designate one central agency as responsible for administration or supervision of three programs, and 11 designate a central agency with similar responsibility for two programs. Complete integration of State public-assistance activities requires, of course, much more than the nominal grouping of several State programs within one State department. Separate divisions within one department can be as remote as if the programs were administered under entirely separate State

agencies. Sound integration of programs requires such measures as the formulation and establishment of policy on the basis of thoughtful consideration of all programs, planned coordination among the administrative personnel of all programs, and the development of a central channel between the State and its local subdivisions.

The development of unified State administration or supervision of several types of public aid has also encouraged administrative consolidation in many communities to provide a single local department of public welfare. The development or reorganization of these local agencies has simplified administration, reduced duplication of work, and has made it possible in many instances for the community to utilize its local resources more advantageously.

As a condition of Federal approval a State agency must either administer its public-assistance program directly or supervise administration by the local agencies. Whether the offices responsible for local administration of the program are branch offices of the State agency or separate county or municipal agencies under State supervision, the State agency must establish a clearly defined channel—the State field staff—through which to carry on the processes of guidance and consultation which enter into the development of the State-local relationship.

During the early days of some of the State welfare programs there were as many as three or four separate State field staffs, each responsible for the functions carried on by one of the divisions of the State office. The confusion which arises from a multiplicity of State representatives and from the expense of maintaining these various field staffs has made it evident that there should be a single, well-qualified field staff responsible for State-local relations in all the public-assistance programs, supplemented with consultants attached to the State office and available for specialized technical service to localities.

An important question which confronts all State agencies is to what extent responsibility for the administration of a public-assistance program should be placed in local agencies. The degree to which States have decentralized their administrative authority varies widely. There are, however, two major types of organization: In one, a county or municipal department of public welfare, established as part of the regular governmental machinery of a political subdivision, administers the public-assistance programs subject to the supervision and the rules and regulations of the State agency; in the other, the State agency establishes its own branch offices to carry on local administration. In the first type, the local agency is usually vested with substantial authority in the actual operation of the local program, subject to the State rules and regulations and the supervision of the State field staff.

In the second type, the central State office usually exercises more detailed control of local administrative activities. In about one-third of the approved public-assistance plans in operation at the end of the fiscal year 1938, the central State agency was responsible for local administration through its own branch offices, but the extent of the administrative responsibility granted these offices differed from State to State.

In the initial development of the public-assistance programs in a number of States, the local units were required to obtain the approval of the State department before each individual case could be certified for assistance. During the fiscal year 1937–38, many of these States have decentralized to a large extent this responsibility for determining individual eligibility and the amount of the assistance grant This decentralization has provided a basis for strengthening local administration and has given the State office an opportunity to devote more attention to developing improved organization and procedures in local offices; to assisting local agencies with specialized advisory services; and to supervising local administration in the light of the total State program.

Services of other State agencies

Development of the public-assistance program and its adaptation to the existing framework of State government have involved adjustments between the State public-assistance agency and other State agencies concerned with the program. Problems have arisen in States where auditing practices have been proposed which, in effect, would limit the authority of the State public-assistance agency over matters which are clearly its responsibility. Such a plan would seriously conflict with the requirements of the Social Security Act concerning "a single State agency," and the Board, therefore, has aided these State agencies in developing mutually satisfactory divisions of responsibility.

Somewhat similar situations have arisen in the relationship between the State public-assistance agency and the State attorney general. The State public-assistance agencies have frequently asked the advice of State attorneys general upon matters which were administrative rather than legal in nature; on some occasions the attorneys general have responded with decisions which seriously handicapped the State agencies. The Board has attempted to aid States in suggesting the types of questions which State agencies should settle on an administrative rather than a legalistic basis. Aid has also been given to the States in working out the relationship between the State public-assistance agency and the State personnel agency in the development of job specifications, the classification of positions, the giving of examinations,

and the certification of individuals who are eligible for appointment.

It is obviously of great importance that satisfactory interrelationships be maintained between State administration of the special types of public assistance and other public programs—Federal, State, or local—designed to provide funds or services to needy persons in the State. It is important also that public-assistance agencies cooperate with private social agencies so as to ensure economical and well-rounded utilization of all resources of the community. As a means of assisting States and localities in planning their operations in the field of public assistance, the Board, through collaboration with other Federal agencies and with State and local agencies, has issued monthly reports on relief, to which reference has been made in earlier pages. Through these reports, maintained in considerable part by the voluntary cooperation of public and private agencies, it is possible to compile and issue data on the operations of more than 4,400 agencies concerned with provision of aid to persons in need.

Clearly the most effective methods of integrating and utilizing various resources available for aid to persons in need must be determined by each State in line with its specific problems and the means available for meeting them. Certain general questions in this field are discussed in later pages. In general, the Board has repeatedly affirmed its belief that an essential first step in this direction is effective integration, on both State and local levels, of the three programs for public assistance provided under the Social Security Act and, whenever possible, State or State and local provisions for general relief.

Financing Public Assistance

Federal funds certified to the States for public assistance in 1937–38 amounted to $209.4 million, an increase of 43 percent over the $146.1 million certified for 1936–37. In addition to the Federal funds made available, it is clear that some States have assumed considerably greater financial responsibilities for the well-being of these special groups of needy persons than were borne prior to the establishment of the social security program. In August 1935, the month in which the Social Security Act was passed, the amount of payments to recipients from State and local funds for these special types of public assistance amounted to $9.8 million for 45 States, the District of Columbia, and Alaska. For June 1938 the amount of obligations incurred from State and local funds in these same jurisdictions had increased to approximately $18 million. In addition, for the latter month more than $5 million was incurred for payments from State and local funds in those jurisdictions not administering the special types of public assistance in August 1935. The act has served, as

was hoped and intended, to provide not only the additional Federal funds authorized by Congress but also to stimulate States to make more adequate provision for persons in need.

The extent and nature of State appropriations for old-age assistance, aid to dependent children, and aid to the blind are governed by a number of interrelated factors, among them State resources available for this purpose, the extent of need, and policies of the State. The widely varying resources of the States are doubtless reflected to some extent in the variations in the average amounts of payments to recipients under each of the programs. Many other factors also influence the levels of payments, among them State policy with respect to one or another of these groups of the needy, the extent of need among groups not included in the Federal-State public-assistance system and the responsibility assumed by the State for these groups, the cost of living in the various sections of the country, and the adequacy of State administration.

Questions of Federal policy

The Board is deeply concerned that the level of payments prevailing in some areas of the country is too low to achieve the purposes of either the Federal act or State legislation. It is concerned also that in some other areas appropriations have been made for one type of public assistance, which may, in effect, jeopardize the support of other State services of at least equal importance, such as education or public health, and which may even endanger State solvency. In some areas, a short-sighted attempt at economy has prevailed, which has limited administrative costs to amounts too low to sustain effective and economical administration.

It has been argued by some students of Federal-State relationships that grants-in-aid to the States should be apportioned by means of some formula which would recognize the variation in State resources and so would provide larger amounts for the States with smaller resources of their own. Such a formula, it should be pointed out, must take account not only of the income available within a State for a given purpose but also of that State's relative requirements for that type of expenditure. In the case of the programs for the special types of public assistance, for example, it would be necessary to know both the amounts of tax funds actually and potentially available and such matters as the ratios of the groups of the aged, children, and blind to the gainfully occupied population; the extent of need among these groups; and the amount of aid required for support at the level of health and decency. The Board has initiated a series of studies of basic factors which underlie this and similar problems in the broad field of social security. These include studies of the fiscal

capacities of the States, of family composition, and of costs of living. Such studies entail careful examination of large amounts of fragmentary or sample data, combined with efforts to construct valid estimates for factors on which precise information is difficult to obtain. It is anticipated that State agencies will participate in the collection of these data.

The question as to what proportion administrative expenditures should bear to total expense within a State for a public-assistance program likewise is one in which allowance must be made for the variation in problems and procedures of the respective State agencies. Under the programs for old-age assistance and aid to the blind, the Federal act provides for an additional 5 percent to be added to the assistance grant, which may be used by the States in meeting part of the cost of the administration of these types of aid. This provision has led certain State legislatures to the conclusion that this is the ratio which administrative cost should bear to total payments to recipients. Experience has demonstrated that 5 percent of total expenditures is far too little to permit the development of sound organization and effective and economical administration of public assistance, and that the development of a sound system of administrative budget planning and control, based upon the demonstrated needs for staff and other administrative costs, is the only satisfactory plan. There is no direct relationship between the total volume of expenditure and the amount needed for administration. States making high levels of payments and having a large number of recipients will usually need relatively smaller percentages for administrative expense in relation to the total than States with low levels of payments and with small programs. False economy in administrative expenditures may result in the waste of assistance funds through payments to persons who are not in need or whose needs might be met in other ways, and may seriously limit constructive services directed toward the prevention of future dependency.

Several States have assumed that administrative expenses of a public-assistance program should be radically curtailed after the initial group of applicants has been placed on the rolls. While operation of a new public-assistance plan may be somewhat more expensive in the early period than subsequently, it must be remembered that the initial determination of eligibility is merely the beginning of the program and that allowance must be made for the costs of periodic review of eligibility and for developing and providing the various services necessary to recipients of aid.

Up to the present time, the Board has not requested the States to submit, as part of their public-assistance plans, detailed information

with respect to administrative costs. However, a voluntary system of reporting administrative expenditures is being installed in a number of States on an experimental basis. It is anticipated that, by the end of the fiscal year 1938–39, a substantial body of information will be available as an aid in the development of more adequate data on administrative expenditures.

In certifying grants to the States for public assistance, the Board must ascertain that the Federal funds are expended for the purposes for which they are authorized and in accordance with the approved plan. The three public-assistance titles of the Social Security Act provide that if, after due notice and hearing, the Board finds that a State has failed to administer its plans in conformity with the requirements of the Federal law, or has imposed conditions which are prohibited by the Federal act, no further Federal grants are to be made until the situation is remedied. Since this drastic action almost inevitably penalizes recipients of public assistance, the Board regards suspension of Federal grants as a last resort, to be utilized only after all other methods of persuasion and negotiation have been exhausted. During the fiscal year major deficiencies, amounting to nonconformity with the requirements of the Federal law, developed under several State plans. After the situation had been discussed with the appropriate State officials, in all but two States deficiencies were remedied by the State agency without need for further action by the Board.

In several parts of the country the increase in political activity preceding the 1938 primaries had implications for State and local administration of public assistance. There were instances in which candidates for office made direct appeals to obtain the political support of recipients. The Board has taken every measure within its authority to discourage such practices.

Widespread interest has been evinced in recent years in problems of old-age security, and several States have concentrated their efforts upon developing and expanding old-age assistance while giving relatively little attention to dependent children, the blind, or other groups in need of public aid. At the close of the fiscal year 1938, 50 jurisdictions had availed themselves of Federal funds for aid to the needy aged, while only 39 were using Federal funds in aid to the blind and 40 in aid to dependent children. Obviously, the obligation of society to provide for children who have been deprived of parental support is at least as great as that of providing for the aged. On the whole, grants for aid to the blind tend to be somewhat more adequate than those for dependent children. In some parts of the country, however, there is as yet little recognition of the fact that blind persons may have special needs.

In States which are receiving Federal funds for aid to dependent children, use has not always been made of the full amount of Federal funds available. For some years prior to the approval of the Social Security Act many States had been expanding their laws for "mothers' aid" by eliminating the original provisions which limited aid to children living with their widowed mothers. Not all States, however, have yet taken full advantage of the fact that under the Social Security Act the Federal Government participates in payments made for dependent children who are living in the home of any one of a comprehensive list of relatives. It seems likely also that there sometimes has been failure to recognize that the Federal act permits participation in payments on behalf of children who have been deprived of parental support because a parent is incapacitated physically or mentally as well as those who lack support because of a parent's death or absence.

In the administration of aid to dependent children a number of localities have retained some of the attitudes which are characteristic of earlier practices. In some places it has been the traditional practice to give mothers' aid only to selected applicants and to leave to the overseer of the poor or other local official the families in which serious social problems existed. Modern practice in the States recognizes that the major consideration must be the welfare of the children rather than the conduct of the parents and that the existence of social problems in a family group usually indicates the need for more intensive service rather than for curtailment of aid.

When families fail to receive assistance under a systematic program for aid to dependent children, their only recourse is to seek general relief, work relief, or private philanthropy. No data are available to show what proportion of the recipients of general relief or work relief represent families eligible for aid to dependent children. Ordinarily State and local provisions for general relief are inadequate, and in most communities adequate private aid is not available. It is a question whether it is socially desirable for mothers with dependent children to spend a large proportion of their time as wage earners outside the home. There can be no doubt as to the desirability of an adequate program for aid to dependent children with individualized service. From the standpoint of the State, such a program also may be less costly, since general relief must be financed wholly by the State or the State and locality.

The needs of children are fully as imperative as those of the aged. In aiding the aged, society acknowledges its debt to a previous generation; in aiding children, it passes on a richer capital investment to the future. The Board hopes that during the coming fiscal year States

will give special heed to the adequacy of their provisions for dependent children, since these groups have relatively little opportunity to bring their plight to public attention.

Questions of State policy

The financing of the share of public-assistance expenditures which is not borne by the Federal Government has been of increasing concern in almost all States during the past fiscal year. There can be no assurance of adequate and regular public-assistance payments unless the methods of providing revenues are carefully planned in relation to the total fiscal structure of the State. In several States legislative or executive commissions have been established to survey the entire problem of financing all forms of aid to persons in need and other welfare services. There has been a continuing tendency on the part of the States to use State, rather than State and local, funds for the non-Federal costs of assistance payments. In June 1937, 47 of the 115 approved plans were financed without participation by the local governmental subdivisions; in June 1938, of 130 plans, 60 had no local financial participation. The relatively greater ability of the State, as contrasted with that of local governmental units, to utilize tax resources and to make some provision for meeting the special needs of distressed local areas seems to have been largely responsible for this development.

Most States in which the local governmental subdivision has no direct financial interest in the assistance programs maintain a higher degree of centralization of administrative authority than has been the case in States in which the localities share in the costs of these activities. While the argument has often been advanced that local financial participation is essential to avoid separation of responsibility for raising public funds and for expending them, the Board's experience during the past fiscal year indicates that, even in States in which a substantial share of the assistance payments is supplied from local sources, local agencies may have little regard for the dictates of prudent and economical administration. On the other hand, in certain States in which assistance programs are financed wholly from State and Federal funds, certain local agencies have maintained assistance grants at almost as low a level as that which prevailed when only local tax funds were used to finance the programs.

During the fiscal year 1937–38 the problem of effective utilization of State resources has been especially difficult in several States in which a substantial share of the assistance costs is met from local funds. Because of the inability of local political subdivisions to realize sufficient revenues to finance their portion of public-assistance

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expenditures, these States have been faced with the problem of devising methods of allocating State and Federal funds among localities in some relation to their respective needs. There has been substantial progress toward meeting the fiscal problems of local communities where needs are greatest and resources are least. There are still a few States, however, in which major fiscal and administrative problems exist because the State public-assistance legislation requires allocation of State funds among the local subdivisions on a basis which does not permit consideration of important factors.

Under the Social Security Act, Federal grants to States for public assistance may be made only for aid to persons who are in need. Questions as to what constitutes "need" and how need is to be measured are determined by the States and have been a major concern of State legislatures and agencies. In most States the old-age assistance plans provide that individuals shall be eligible for aid either if their income and resources are insufficient to provide reasonable subsistence compatible with decency and health, or if their available income (subject to certain property limitations) is less than the maximum assistance allowance permitted under the State plan. Similarly, the amount of the grant in most States is to be "sufficient to provide for decency and health," usually subject to a maximum of $30 a month or $30 a month minus any income the individual may have. In general the plans for aid to dependent children, and to a somewhat lesser extent for aid to the blind, are more flexible in their provisions for determining need and the amount of the grant than are those for old-age assistance, though in these programs also the States have tended to set as maximum grants the amounts specified in the Social Security Act as the maximums toward which Federal funds may be applied.

Experience in the States clearly indicates the advantages of family budgets as an objective method for determining need and for deciding the amount of assistance to be granted. While payments for all three types of assistance are intended primarily to meet the specific needs of individual recipients, the assistance check is often regarded as part of the general household income. It is important, therefore, to know the amount of the budget needed for the entire household and the amount of the total family resources so that the payment made to the recipient of public assistance may be adjusted, within the limits set by State law and funds, to constitute his appropriate contribution to household expenses. Utilizing the local costs of the essential items, a family budget can be used as a basis for determining assistance payments so that recipients in various parts of the State will receive, as required in the Social Security Act, substantially the

same level of assistance. Actual payments, of course, will ordinarily vary widely within a State to take account of differences in costs of living in urban and rural areas and the differing needs of individual recipients. To grant a uniform amount to all recipients discriminates, in effect, against those whose needs are greatest. Use of family budgets requires an individualized approach rather than an arbitrary formula. Because of its individualized and technical character, the family budget principle can be utilized successfully only when funds are sufficient to provide an adequate standard of aid and when both State and local agencies have staffs competent to apply it.

There has been some resistance to the budgetary approach in instances in which the local agencies are apprehensive of State supervision. In some areas there is a belief that the local administrator or the local welfare board has sufficient general knowledge of the circumstances of an individual applicant to estimate the amount of assistance required without the necessity of computing a budget. Since State agencies are responsible for guaranteeing substantially equal levels of treatment to recipients in all local political subdivisions, the States have been advised that in the absence of an objective standard for determining the amount of the grant, the variation in grants among the localities might be so great as to result in a series of county plans rather than a single State-wide plan, as required by the Social Security Act.

Recipients of old-age assistance, aid to the blind, and aid to dependent children usually require aid over an extended period, and their needs must be met on something more than an emergency basis. In certain States which have not made allowance for medical care, clothing, or other essential items, recipients are compelled to use portions of the assistance grant intended for rent or food to meet these items. In other instances, the failure of the State to recognize the inevitability of expenditures for such items as clothing may have led to the concealment of income or resources by the recipient, in order that these expenditures might be met. The amounts concealed have usually been small, and the needs to be met have usually been pressing, but the fact that official policy would not permit the recipient to meet these obvious needs has impeded the establishment of a frank and honest relationship between the recipient and the agency.

The utility of a budgetary system is not confined solely to the determination of need and the amount of assistance to be awarded. Since the budget represents a careful determination of the amounts to be expended for various living costs it may serve as a substantial aid to recipients who must manage on very small incomes. Obviously, since recipients of assistance have had responsibility for managing

their own incomes before they came on the assistance rolls, the budget is not intended as a restriction on their specific expenditures. It does furnish a useful tool to aid them in planning their expenditures on the most economical and efficient basis.

In all States the amount of money available for public assistance is limited either by legislative appropriation or by the productivity of certain tax sources. Therefore, the policy which a State adopts as to the determination of need is a major factor in limiting the size of its assistance case load. Almost every State, at one time or another, has been faced with the question whether it was better policy to spread the available funds thinly over the large group in need or to restrict the group and provide more adequately for those who were accepted for aid. The States with the longest experience seem to have concluded that the latter course is preferable, and, when a choice has been necessary, they have built up waiting lists instead of lowering the standards of assistance. The existence of a group of presumably eligible persons whose applications have been placed on a waiting list because of lack of funds raises a question of conformity with the provision of the Social Security Act which requires an opportunity for a "fair hearing" for any person to whom assistance has been denied. On the other hand, the damage which might be done to the whole standard of assistance in many States if the Board insisted on literal compliance with this provision might wreck a State program.

On occasion States have tried to conserve limited funds by making a fixed percentage cut in all payments to recipients already on the rolls. While this practice is required under certain State public-assistance laws, the Board has endeavored to discourage it. The effect of a 10-percent cut in the payment to a recipient who has no income except his monthly $20 or $25 assistance check may be much more serious than the same percentage cut for one who receives $5 each month to supplement other income. One State agency has adopted the policy that no recipient shall receive more than 150 percent of the average for all recipients. In States where the average grant is low, a fixed policy of this type makes it impossible to provide adequately for individual needs.

In determining the amounts of assistance payments, some States exempt certain types or amounts of income already received by the applicant. Exemptions of this nature are, of course, an attempt to provide more liberally for certain groups of individuals within the group eligible for assistance. Experience in this procedure, however, indicates that such exemptions sometimes encourage inadequate investigation of resources and result in disregard of individual needs.

In determining an applicant's financial eligibility for old-age

assistance some States require, as a condition of acceptance, that individuals who possess real or personal property in excess of a specified limit transfer the property to the State or give the State some type of lien upon it. Provisions of this nature were contained in most of the old-age assistance laws enacted prior to the Social Security Act. Under the Federal law, if a State or any of its local subdivisions receives reimbursement from the estate of a recipient of old-age assistance, one-half of the amount so recovered must be paid to the Federal Government. However, each State decides for itself whether or not recoveries are to be made from the estates of recipients. Of the 50 plans for old-age assistance in operation on June 30, 1938, 35 contained some provision for taking liens or for recoveries from estates.

Another question which has been under discussion within the States, with widely varying answers, is the extent to which assistance may or should be denied to applicants for public assistance who have relatives who may be able to help them. Many State laws contain provisions making ineligible for public assistance those whose legally responsible relatives can assist them. Difficult questions arise, however, in judging the ability of relatives to assume this burden, especially when they are unwilling to do so. Under the Federal act the general policy on which such decisions are to be made, like other factors affecting the judgment of need, is a matter for State determination. When States have requested advice, the Board has declared its belief that decisions of this kind should be made, within the latitude permissible by State law, on the ground of the best interests of both the recipient and the legally responsible relative. A rigid or merely legalistic requirement that relatives assume these responsibilities may produce problems more serious than those it solves, especially in borderline cases when, at most, only small amounts of support are involved. The responsibility of a son to aid his aged parents must be considered, for example, in the light of his responsibilities to his wife and children, and with a view to maintaining the normal family relationships important to both the older and the younger generations. At the same time, administration of these aspects of State public-assistance programs should not be such as to weaken the sense of family integrity on which children and the aged have always relied.

Decisions of this type and many others which affect the lives of persons who are living on the margin of subsistence require capacity to observe, evaluate, and, to the greatest possible extent, to harmonize the often tangled and apparently conflicting interests of public policy and personal relationships. They underscore the need for permanent, experienced personnel in the staffs of State and local public-assistance agencies and for a level of education and training which will

ensure that these staffs have both a mastery of the necessary professional skills and a broad and unbiased understanding of the purpose of the program and of the individuals with whom they are dealing.

Since the determination of need and of amount of assistance is fundamental to all the aspects of the public-assistance program, the Board has considered the problems involved through several approaches. From time to time States have been requested to supplement their plan schedules with specific material describing the methods to be used in dealing with these questions, and to keep the Board currently informed of changes in policies or procedures. The regular review of the State plans involves a careful study of the methods which the State proposes to utilize. The regional staff of the Board reviews with State officials the problems which have arisen in this field and is in constant touch with State developments. As part of its regular evaluation of the operation of State plans, the Bureau of Public Assistance, through its field staff, examines the available data relating to the distribution of assistance grants, the variations throughout the State and the possible explanations of unusual variations, the adequacy of State supervision, the existence of waiting lists, the fiscal situation, and similar factors.

Future Developments in Public Assistance

In both the extent and quality of its performance, public assistance under the Social Security Act has been established on a basis which assures steady and permanent progress in the security of old people, needy children, and the blind. In a number of the States which are not cooperating in all programs under the Social Security Act, steps already have been taken which make it reasonable that Nation-wide participation can be expected in the not-too-distant future.[4] While there still are inadequacies in funds, in legal provisions, and in administration, these deficiencies are being lessened or corrected as the program goes forward. In addition, some States have initiated development of some aspects of the program which, while not explicit in the Federal act, are implicit in its objectives.

Interstate Agreements

Within the field of public assistance under the Social Security Act, it is believed that effectiveness and economy can be promoted by development of reciprocal State agreements. There has been evidence of increasing recognition by State officials of the values of interstate cooperation, though actual steps in this direction have proceeded

[4] On Aug. 30, 1938, the Board approved the Florida plan for aid to dependent children; on Sept. 2, the Virginia plans for old-age assistance, aid to dependent children, and aid to the blind; on Oct. 18, the Mississippi plan for aid to the blind.

slowly. Some progress has been made during the year through agreements among the State agencies in the exchange of information on birth certificates and on other documents and records pertaining to the eligibility of recipients. Further agreements between the State of Washington and the Territory of Alaska provide that recipients of old-age assistance under the Alaska plan who reside in Washington may receive services through the Washington agency. The District of Columbia and Maryland have a somewhat similar arrangement, and during the year 10 additional States have indicated interest in developing such agreements. The Bureau of Public Assistance has cooperated with the American Public Welfare Association, the Council of State Governments, the Inter-Agency Service of the Family Welfare Association of America, and other public and private agencies in exploring the possibilities in this area of administration.

The most promising field for interstate agreements in the public-assistance program appears to be that of the exchange of services among the States. For example, an applicant for old-age assistance may have sons and daughters elsewhere, and the local agency to which the application has been made may wish to know whether they are able and willing to contribute to his support. Experience has demonstrated that situations of this nature cannot be effectively handled through correspondence. The public-assistance agency, however, may request the similar agency in the second State to interview the children, call their attention to the parent's situation, and find out whether they can help. Interstate agreements might also be developed to cover cases of persons who are receiving assistance from one State and wish to move to the home of a relative in another. Under a few public-assistance laws it is possible for a State agency to continue to make payments to an individual who has left the State. The State to which a recipient has moved might agree to visit such a recipient periodically to ascertain whether he is still eligible for aid and whether his needs are being met adequately. The costs of performing these or more extensive services are an important question. Any extensive system of such agreements will involve some method by which at least a part of this cost may be borne by the agency requesting the service.

A serious hindrance to the development of more extensive interstate services to recipients arises from the rigidity of State residence requirements, in particular the residence requirements for old-age assistance. With a few exceptions, States have adopted for old-age assistance the maximum requirement permissible for plans approved under the Social Security Act, i. e., that an applicant has been a resident of the State for five of the nine years preceding his application

and has been in continuous residence for the year immediately preceding. A provision such as this may make it impossible for a recipient to go to another State to relatives who can offer him a home or a share of his support, even when such an arrangement will result in a saving of public funds as well as the greater happiness of the individuals concerned. When a recipient of old-age assistance is obliged to change his State residence, he may have to seek general relief or poor relief or private philanthropy in the new locality; when these forms of aid are obtainable, they must be borne by the community to which he has moved, without benefit of Federal funds such as are available for the special types of public assistance. It is likely, therefore, that carefully worked out reciprocal agreements would be of value to the States as well as to recipients who are trying to maintain family ties. Residence requirements are a less serious factor in the program for aid to dependent children since the Social Security Act does not authorize Federal grants for plans which require residence of more than a year as a condition of eligibility for aid, but here also they sometimes make for hardships which might be lessened or obviated by interstate agreement.

Medical Care and Other Services

Throughout the country there has been increasing recognition during the past year of the inadequacy of the resources available for the medical care of needy persons. The amounts granted to recipients of old-age assistance, aid to dependent children, and aid to the blind rarely include allowance for medical services, although some States have made some provision for special diets and for expensive medicines. In the larger urban centers, the general public provisions for the medical care of the needy have been utilized, but these have seldom been sufficient in number or equipment to meet the need. In rural areas, as well as in some of the cities, such medical care as is available to needy individuals has usually been furnished by private physicians who received little or no remuneration.

The lack of facilities for the care of recipients of public assistance who are chronic invalids has created especially difficult problems in all the States. In a few areas county homes for the aged or county poor farms have been converted into district institutions for the care of the chronically ill; to provide adequate standards of medical and nursing care in such institutions is a problem of major importance. In most localities, however, private nursing homes or similar institutions are the major resource for care of chronic sickness. The general laws of many States make no provision for the licensing of such institutions by public-health authorities. As a protection to recipients,

a number of State agencies have therefore developed arrangements for inspecting and approving institutions of this character in which recipients of assistance reside. Lack of facilities for medical care of needy persons in their own homes sometimes makes it necessary to transfer aged persons or other recipients of public assistance to public hospitals or county homes, even though the change entails loss of the Federal contribution toward their assistance while they are resident in public institutions. In such cases the cost to the community may be greater than would be the case if community services were available for medical care of needy persons in their own homes or in clinics and for visiting-nurse service.

During the past year the Chairman of the Social Security Board has served with representatives of other Federal departments on the Interdepartmental Committee to Coordinate Health and Welfare Activities appointed on August 15, 1935, by the President. The Chief of the Division of Health Studies of the Board has served as a member of the Technical Committee on Medical Care, which prepared reports on the need for a national health program and the possible nature and scope of such a program.[5] These reports summarize authoritative data of governmental and other agencies which show that sickness and premature death are prime causes of poverty and dependency and that they are far more prevalent among low-income groups, such as those included under the public-assistance program, than among families in comfortable circumstances. The several recommendations for a national health program, including development of more adequate services for both the prevention and care of sickness, are of special moment to the public-assistance program.

These recommendations presuppose, with one exception, use of a principle of Federal grants-in-aid analogous to that used for public assistance under the Social Security Act, although the proposals contemplate variable grants depending on the financial needs of the States, rather than grants in fixed proportions to State expenditures. It seems clear that development of the measures proposed for that program would be of special value in promoting the well-being and happiness of recipients of public assistance and would serve at least to some extent to avert costs which must be borne by public funds for dependency arising from preventable or curable illness and premature death.

In the Second Annual Report it was noted that the Board had developed and recommended to the States a definition of blindness in ophthalmologic terms and a form for recording the cause of blindness, diagnosis, prognosis, and recommendations as to medical or

[5] See p. 18.

surgical treatment indicated by examination of applicants by ophthalmologists or other physicians skilled in diseases of the eye. Many States which are administering Federal funds for aid to the blind have acquired the services of competent supervising ophthalmologists in connection with the medical aspects of their program. A conference of these ophthalmologists was held in connection with the 1937 annual meeting of the American Academy of Ophthalmology and Otolaryngology.

The information gathered through the ophthalmological examination of applicants for aid to the blind is being used by a number of States not only in determining eligibility for aid and in arranging for the indicated medical or surgical care for the individual but also in planning programs for prevention of blindness. Unfortunately, in a large number of States the facilities for providing restorative treatment are very limited. In States in which the State public-assistance agency has worked closely with the State commission for the blind, the State health department, and other public or private agencies especially interested in the welfare of handicapped groups, there has been substantial progress toward the provision of more adequate facilities for education, vocational training, placement, medical care, and other services for the blind, as well as in the improved utilization of existing facilities. There continues to be a great need for special attention to the rehabilitation of the younger group among the blind if prolonged dependency upon public aid is to be minimized.

Medical care is one of many services, as distinguished from payments, essential to the well-being of persons on the assistance rolls. With the continued development of personnel standards and with progress in integrating operation of the three special types of public assistance and coordinating these programs with other provisions for public aid, it is anticipated that increasingly effective service will be provided to persons who are obliged to rely on public funds for part or all of their support. Appreciable progress in this direction has been made in some communities. Elsewhere the pressures attendant on the establishment of new programs have prevented some State and local agencies from giving heed to more than their initial responsibilities for handling applications for public assistance and for making payments. The Board believes that public-assistance agencies should and will play an increasing part in providing counsel, leadership, and effort toward the development of well-rounded State and local programs for social welfare.

·V·

MANAGEMENT AND PLANNING

The old-age insurance, unemployment compensation, and public-assistance programs constitute what may be termed the operating functions of the Social Security Board. Geared closely to these operating functions are a number of service functions which bind the several programs into an administrative whole. The bureaus and offices which carry out these service activities work with the operating bureaus in the fields of coordination and management; law; research, analysis, and planning; and public information.

Coordination and Management

Coordination and management activities are centered in the Office of the Executive Director, which is responsible for the general supervision of the work of all bureaus and offices of the Board and for the application of policies formulated by the Board. The duties of this Office include the assembly, review, and preparation of materials for the consideration of the Board; the preparation of a financial program for the Board and the control of financial operations; the conduct of administrative relationships with the States and with agencies of the Federal Government; and direction of the Board's regional and Territorial offices. During the year under review, new functions have been assigned to the Office, and the volume of detail in connection with older functions has grown as the Board's activities have kept pace with an expanding program.

Outstanding among the new functions assigned to the Office of the Executive Director is the task of providing assistance to State agencies in the establishment and development of personnel programs, an activity for which the State Technical Advisory Service is responsible under the supervision of the Executive Director. This Service, which consolidates and expands activities formerly conducted in the Bureau of Unemployment Compensation, the Bureau of Public Assistance, and the Bureau of Business Management, is designed to promote the efficient administration of unemployment compensation and public-assistance programs by assisting State agencies in establishing objective personnel standards. In conjunction with the Bureaus of Unemployment Compensation and Public Assistance, the Service has provided technical assistance requested by the States and has conducted research in merit-system procedures and other problems of personnel

administration. Improved personnel procedures have effected a conservation of State and Federal funds which more than justifies continuance of these services.

Development of a division for coordination and procedure in the Office of the Executive Director has served during the year to integrate the activities of the Board's various bureaus and offices in aspects of the program with which they are jointly concerned. A similar coordination of the Washington staff with personnel in the field also has been effected through the Office of the Executive Director. Increase in activities under each of the several programs with which the Board is concerned and the consequent increase in personnel have made coordination of plans and activities a major aspect of the Board's administrative responsibilities during the past year.

Personnel and Business Management

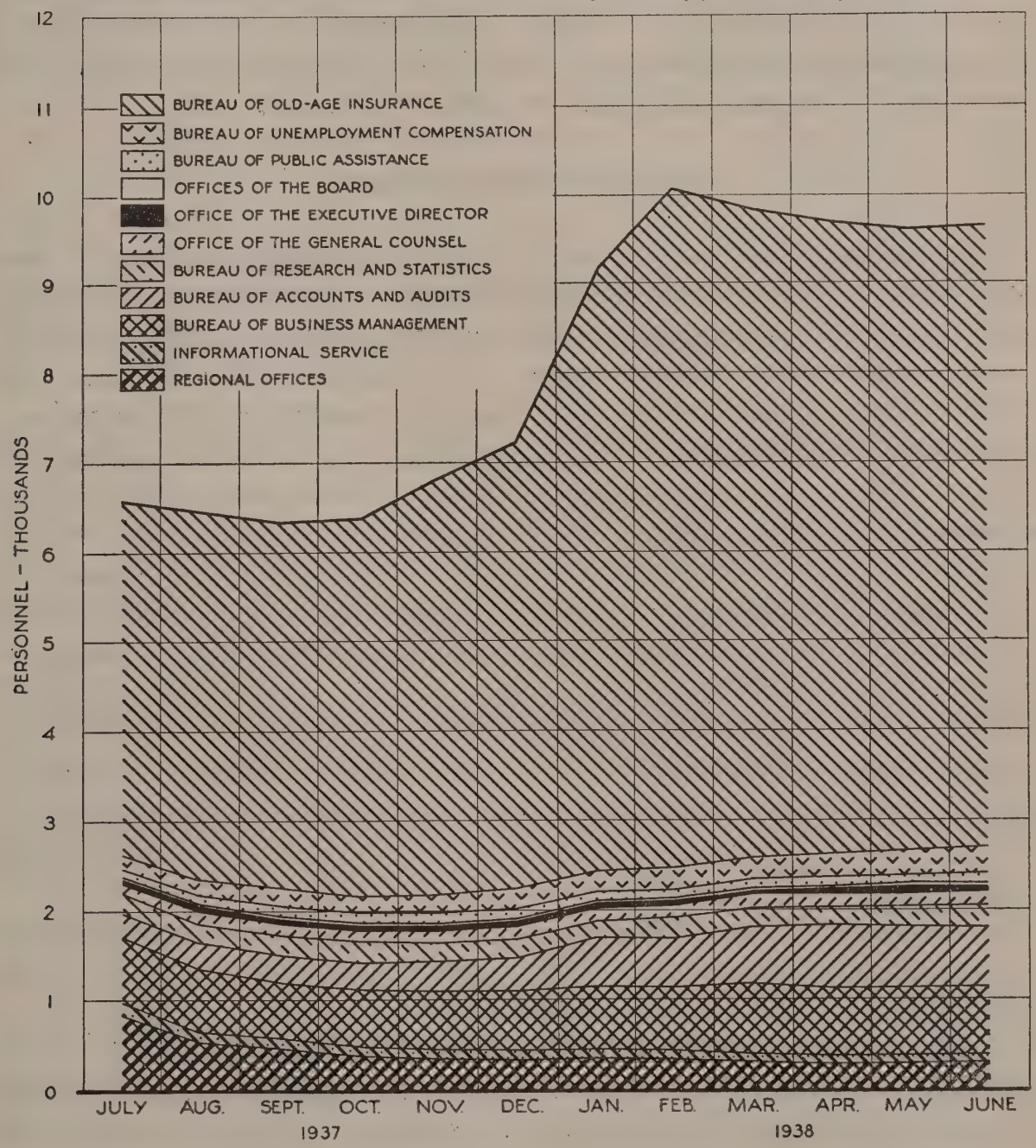
Actual performance of the management functions for which the Office of the Executive Director is responsible is delegated, in most cases, to one or more of the service bureaus of the Board or to the regional offices. The largest single group of these activities is assigned to the Bureau of Business Management. Duties of this Bureau include administration of personnel functions of the Board; acquiring and maintaining office space, property, and supplies; maintaining the library; handling mail, correspondence, and files; issuing travel orders; furnishing stenographic, drafting, and messenger service; maintaining services for duplicating administrative material and for handling orders for printing; answering inquiries and requests for publications; developing and administering the training program of the Board.

A net increase of 3,864 in the total personnel of the Board was recorded during the year, largely as the result of developing operations in administration of Federal old-age insurance. Of the staff of 9,612 on the pay roll on June 30, 1938, more than 98 percent were in the classified civil service. In the selection and training of personnel the Board has continued to recognize the importance of internal transfers and promotions to raise standards of performance and to develop a career service. As in earlier years, the fact that aspects of the social security program are new in the United States often has made it necessary to enlist personnel with little or no previous experience in specific activities required by their new duties. To remedy this lack, basic-training courses have been conducted for new members of the staff. In-service training courses are maintained to acquaint existing personnel with new duties occasioned by the developing operations of the program and to provide educational opportunities for employees who wish to qualify for promotion.

The problems involved in the provision of adequate office space to house the activities of the Social Security Board, described in the Board's Second Annual Report, have been alleviated to some extent by the acquisition of additional rented space in Washington and in Baltimore. Operating difficulties arising from the scattered location of offices have continued, however, and the early completion of the new quarters for the Board, authorized by Congress in the last session, is counted on to fill an urgent need.

Economies have been effected in the performance of service activities within the Board through simplification of procedures and changes in internal organization. Responsibility for a number of service functions formerly lodged in other bureaus has been transferred to the Bureau of Business Management. Most important among the activi-

Chart 28.—Personnel of the Social Security Board, July 1937–June 1938



ties so transferred is the operation and maintenance of the Board's library, which was formerly located in the Informational Service. The library is essential for the day-to-day work of the Board as well as for its activities in the fields of research and staff training and education. Since the social security program is developing rapidly in the United States, it is especially important that members of the staff keep abreast of progress in this country and elsewhere. In addition to the collection of some 35,000 books, the library receives and lists periodicals, pamphlets, and legislative documents which are made readily available for reference purposes. A large share of the periodical material is received at only trifling cost to the Board through exchange of the *Social Security Bulletin* and other Board material for publications of organizations in this country and abroad. The library provides each regional office of the Board with a reference and loan service from the Washington office. Bibliographies are prepared and reference questions answered on behalf of the staff of the Board and of personnel of collaborating State or other agencies.

Financial Management

Responsibility for management of the financial operations of the Social Security Board is lodged in the Bureau of Accounts and Audits. This Bureau compiles budget estimates for expenses of the Board and, in collaboration with other bureaus, for grants-in-aid to the States for public assistance and for unemployment compensation administration; maintains accounting and auditing control over financial operations of the Board; audits expenditures made by the States under public-assistance and unemployment compensation programs for which Federal funds have been granted, to ensure conformity of such expenditures with the requirements of the Social Security Act; and coordinates the fiscal policies and financial operations of the Board with the regulations and policies of the Bureau of the Budget, the Treasury Department. and the General Accounting Office. In addition, the Bureau performs certain functions in connection with examination of State plans for public-assistance programs, determining the adequacy of financial provisions in such plans and their conformity with policies and regulations of the Board.

The Bureau of Accounts and Audits also provides a constructive accounting service to advise State agencies, at their request, as to accounting methods and procedures. During the last fiscal year, public-assistance and welfare agencies in 23 States and the District of Columbia requested this constructive accounting service in the installation or revision of their accounting systems. Similar service was

provided to unemployment compensation agencies of all 48 States and the District of Columbia. Special emphasis in this work was placed on the accounting problems incidental to the initiation of unemployment benefit payments.

Constructive accounting service to a State agency involves intensive study of the agency's accounting system and procedures of related fiscal departments of the State. This study not only serves the primary purpose of constructive accounting, to provide timely assistance to the State agency, but also affords a basis for comparative analysis of accounting methods and procedures. Constructive accounting work in the field of unemployment compensation has included study of comparative costs of processing wage records by various methods. Additional cost studies were undertaken in connection with proposals for simplification of benefit-payment procedures.

Auditing activities of the Board include the conduct of field audits of State accounts for unemployment compensation and public assistance, to ensure compliance with the requirements of the Social Security Act relating to these programs. Despite the tremendous and increasing volume of detail involved—some 30 million payments to more than 2 million recipients of public assistance were audited during the year—the accumulation of unaudited accounts which existed at the beginning of the year has been eliminated, and the work is now being kept substantially current.

Activities in the Field of Law

The Office of the General Counsel is responsible for rendering advice and assistance to the Board and the respective bureaus concerning the legal problems that arise in the administration of the social security program. These problems deal, generally, with the interpretation of the Social Security Act and the Board's responsibilities under that act; with proposed and enacted State unemployment compensation laws and public-assistance legislation and plans, including the conformity of such laws and plans to the standards prescribed by the Social Security Act; with questions of law involved in the conduct of the Board's business operation and management; and with many miscellaneous legal questions arising out of the operation of the social security program.

Among the major functions of the Office of the General Counsel with respect to litigation are: to advise the Board with respect to all legal questions arising in litigation affecting State and Federal social security legislation; to develop fully by research such legal issues; to

act as a clearing house from which full information may be obtained with respect to such litigation throughout the country; to assist, upon request, in every feasible way, State and Federal agencies involved in such litigation; and to represent the Board in the preparation and conduct of administrative hearings and in legal actions to which it is a party.

Up to June 30, 1938, most of the litigation concerning coverage had arisen in State courts under State unemployment compensation laws. The Office of the General Counsel of the Board has coordinated legal determinations of problems common to the several State agencies, as well as to those agencies, the Social Security Board, the Bureau of Internal Revenue, and the Railroad Retirement Board, and has conferred with the State officers conducting litigation.

The identity of wording in many definitions of coverage in titles II, VIII, and IX of the Social Security Act and in many State unemployment compensation laws, and the marked similarity of other definitions, have made necessary the establishment of procedures for coordinating the interpretative legal advice as between the Board, the Bureau of Internal Revenue, and the several State agencies. The Railroad Retirement Act, the Carriers Taxing Act, and the Railroad Unemployment Insurance Act, by amending titles II, III, VIII, and IX of the Social Security Act, have rendered necessary a similar coordination with the offices of the General Counsel of the Railroad Retirement Board. Insofar as questions of coverage have been drawn into litigation under the Federal act, it has been necessary to establish similar relations with the Department of Justice. All the agencies involved have cooperated fully in order to maintain consistency of interpretations involving the coverage of many thousands of individuals under the social insurance measures for which provision is made in the Social Security Act.

As a part of this general program, opinions on coverage are rendered the Bureau of Old-Age Insurance on submitted cases. Many opinions are also rendered respecting proposed payments to persons "entitled thereto under the law of the State in which the deceased was domiciled."

In the field of unemployment compensation, the most important new work of the fiscal year was directed to the solution of legal problems incident to the inauguration of benefit payments in approximately half of the States. In order to be prepared to offer guidance to States in determining the numerous and delicate legal questions arising under the disqualification provisions of State laws, particularly those involving labor standards, a study was begun early in the year for which the body of decisions involving similar questions under the

British Unemployment Insurance Acts has furnished a background. The results of this study are being applied currently in review and comment upon the benefit decisions now being received from benefit-paying States.

The General Counsel's Office has aided in the formulation of plans and regulations for the payment of benefits to multistate workers, designed to give effect to provisions in State laws authorizing reciprocal arrangements by which potential rights to benefits accumulated in one State may become the basis of benefit payments in another. Likewise there has been cooperation with the Legal Affairs Committee of the Interstate Conference of Unemployment Compensation Agencies in the formulation of an analytical statement for the guidance of State agencies as to interstate workers. The General Counsel's Office has prepared numerous memoranda in response to requests for advice in the application of the definitions of "employment" as contained in State laws, as well as more comprehensive memoranda on frequently recurring questions.

As a part of its routine work, the General Counsel's Office has reviewed currently material certified to the Board by State officers affecting State unemployment compensation laws, including all amendments, court decisions, official interpretations, rules and regulations, interstate agreements, and other pronouncements of State agencies having the force and effect of law. Another major routine responsibility has been to advise the Board on the development of policies to guide its action with respect to grants under titles I, III, IV, and X of the act, and on the application of the policies adopted to situations presented under the laws of the individual States.

In the field of public assistance the Office of the General Counsel has likewise collaborated with State officers in litigation involving such basic questions as the scope and effect of eligibility requirements of State laws and the extent to which administrative determinations of need are subject to judicial review. Operations under the public-assistance titles of the Social Security Act have demonstrated the importance of administrative experience in the process of statutory interpretation. It has become both possible and essential to frame authoritative statements interpreting leading issues of conformity in terms responsive to the actual problems raised in daily procedure.

Research, Analysis, and Planning

The functions of research, analysis, and planning have continued to occupy an important place in the administration of the social security program. Major responsibilities in these fields are delegated

to the Bureau of Research and Statistics, the Analysis Division of the Bureau of Old-Age Insurance, and the Office of the Actuary.

The Bureau of Research and Statistics conducts long-range economic studies in the field of social security and research pertinent to the present programs. It is responsible, in cooperation with other bureaus concerned, for obtaining and compiling statistics required by the Board under the Federal-State programs of unemployment compensation and public assistance and certain other statistics on current operations, and for presenting, at the direction of the Board, research and statistical data required for consideration of revisions of present legislation or procedures.

This Bureau also is responsible for certain reporting activities, among them preparation or handling of material for the Board's official monthly, the *Social Security Bulletin*, and preparation or review of other Board publications of a technical or professional character. Publication of the *Social Security Bulletin* was begun in March 1938, with the approval of the Bureau of the Budget, as a means of maintaining administrative contacts with the field staff of the Board and other personnel concerned with the Federal or State operation of the social security program and for sale by the Superintendent of Documents to other organizations or individuals who wish to have a record of current operations.

The Analysis Division of the Bureau of Old-Age Insurance is responsible for formulating various types of statistical, actuarial, administrative, and other analyses required for operation of the Federal program of old-age insurance. These activities include analysis and reporting of comprehensive data available from claims for benefits handled by that Bureau and from the wage records maintained as evidence of the amounts of benefits payable. They also include administrative studies of current operations of the Bureau and planning for future operations.

The Office of the Actuary, directed by the actuarial consultant to the Board, is charged with the conduct of long-range actuarial studies and with actuarial analysis and recommendations, such as estimates of costs and coverage under the present provisions or revised provisions, or of these and other actuarial factors inherent in proposals for revision or possible extension of the social security program.

An important emphasis in research during the year has been placed on studies with respect to proposed amendment of the Social Security Act. The Social Security Board has undertaken studies on such subjects as disability and invalidity, population and mortality, old-age dependency, operation of private and governmental pension plans, and foreign social insurance programs. Other studies have included

the possibility of extending benefits to widows and other survivors of persons covered under the old-age insurance program; of extending protection against dependency in old age and wage loss occasioned by unemployment to groups not included under the present provisions of the act; and the possibility, through social insurance or other methods, of coping with risks of sickness and disability not covered by the present program. This work has involved assembling and analyzing material on a wide range of topics, studying administrative procedures, calculating cost factors, preparing actuarial estimates, and carrying on many related activities relevant to consideration of the scope and nature of social insurance programs. The Bureau of Research and Statistics, the Analysis Division of the Bureau of Old-Age Insurance, and the Office of the Actuary have all participated in this work.

In addition to these studies of particular problems of insecurity and of possible measures for their solution, research has been conducted into basic economic and social factors affecting the need for security and the adequacy of existing provisions. An extensive and intensive analysis has been undertaken of the economic resources and welfare needs of the States, with particular emphasis upon fiscal capacity to participate in the social security program. This study has the dual aim of assisting the Board in determining the possibilities and limitations of public assistance and other social security measures in the several States, and of providing an index of income and resources which might be used as a basis for revised Federal participation in social-welfare activities in the States.

Major effort has also been directed to research and to statistical programs closely related to present administrative operations. The organization for collection, compilation, and analysis of data arising in State programs under the Social Security Act had been effected prior to the fiscal year 1937–38; subsequently, collection and compilation were extended, in collaboration with other agencies of the Federal Government and the voluntary cooperation of State and local agencies, to include a larger volume of data bearing on problems of economic security. An outstanding accomplishment in this field is the development of the comprehensive series which enables the Board to report monthly the costs of aid and numbers of recipients under substantially all public programs for aid to persons in need. These compilations afford a more comprehensive record of the extent and nature of relief and other forms of public aid than has heretofore been available. The further development of operations under State unemployment compensation laws and the inauguration of unemployment benefit payments in more than half the States and Territories has begun to make

available within the current year another large body of information relevant to economic security in the United States. The reports of employers subject to the old-age insurance program are providing data hitherto unavailable on wages paid to the millions of workers in covered employment. All these types of information, essential to administration of activities of the Board, will constitute, in time, a continuing record invaluable not only for governmental administration but also for the guidance of private enterprise in business and finance.

Actual operation under the several programs administered by the Board has not only conditioned the development of statistical reporting but has also indicated, more clearly then in earlier periods, the most urgent fields of immediate and long-range research. Research projects conducted during the year have ranged from brief administrative studies, undertaken to meet a specific need, to extensive studies of special aspects of the social security program, of the current economic and social setting in which it operates, and of questions involved in its development in the future. Research in the field of unemployment compensation has included studies of administrative problems of coverage, merit rating, payments in kind, compensation for partial unemployment, simplification of administrative procedures, disqualifications for receipt of benefits, seasonal employment, and cost factors.

A beginning has been made by the Social Security Board in providing requested counsel and guidance for research activities of State agencies administering programs under the act, especially unemployment compensation agencies. In many States, the research unit consists of a small statistical staff engaged almost exclusively in the compilation of reports required for administrative purposes. In other States, significant research has been undertaken and in some instances completed within the year. The Board has endeavored not only to apply the results of such studies to problems under its consideration but also to make this material available to States for use in connection with their problems.

Close collaboration also has been maintained with other governmental and nongovernmental agencies to obtain the benefit of their findings in fields related to social security and to give requested advice in the planning and conduct of studies by such agencies in fields which are important to operations under the Social Security Act but which, because of limitations of funds or personnel, could not be explored under the Board's research program. Mention has been made elsewhere of important studies made during the fiscal year of the relationships of sickness and disability to economic security and of

possible proposals for a national health program. The Board has collaborated in these studies through the services of the Chairman as a member of the Interdepartmental Committee to Coordinate Health and Welfare Activities, while the Chief of the Division of Health Studies of the Bureau of Research and Statistics has served as a member of the Technical Committee on Medical Care.

Public Information

It is essential that the social security program be understood by those who are participating in it, whether as present or future recipients of benefits or assistance, as employers, or as members of the general public interested in significant developments of their times. The Board recognized at the outset that widespread understanding is required for effective and economical administration and is necessary to ensure the extension of benefits to all for whom the legislation is intended. The Board, therefore, has maintained services for public information geared to the administrative necessities and objectives of the Social Security Act.

During the fiscal year 1937–38, activities in this field have continued to provide Nation-wide, comprehensive public information regarding the old-age insurance program. These activities have included production of informational materials, including press releases, articles, speeches, publications, displays, and posters; direction, in cooperation with regional representatives of the Bureau of Old-Age Insurance, of the public-relations activities of the Board's field offices, and provision of informational materials and general public-relations services to the field staff of that Bureau; and advice and assistance to the Board and the Bureau in phases of administration affecting public relations. As a result of these activities, understanding of the old-age insurance system has been furthered effectively. The problem of providing millions of persons with necessary information as to their rights and obligations is, however, a continuing administrative necessity.

The fact that old-age insurance is federally administered gives the Board broader responsibilities in that field than exist in connection with the Federal-State programs of unemployment compensation and public assistance. In these latter, however, the Informational Service has developed a close advisory relationship with the operating bureaus of the Board in Washington, the regional representatives of these bureaus, and the State agencies. In both unemployment compensation and public assistance, the informational activities of the Board have been confined to those aspects of the programs which are general or national in scope, since the States carry the responsibility for interpreting the provisions and administration of their programs. When

requested, advice and assistance have been given to State agencies on informational problems, including formulation of programs and preparation of materials. In connection with the unemployment compensation program, assistance has been provided in launching informational service concerning benefit payments through various measures, among them production and distribution of motion pictures.

Less public demand for information has been found in the field of public assistance than in the newer programs of old-age insurance and unemployment compensation. Nevertheless, the experience of regional Informational Service representatives seems to indicate a growing recognition on the part of State public-assistance administrators of the need to clarify understanding of the public-assistance programs. Here, as in the case of unemployment compensation, the objective of the Board is to aid the State agencies to equip themselves to carry out their own informational responsibilities effectively.

The demand for information on social security, especially among workers, is evidenced by the existence of more than 400 social security committees in labor unions throughout the country. These committees provide social security information for union members in their localities and aid union members in applying for account numbers and in filing old-age insurance and unemployment compensation claims. Material explaining the provisions and procedures of the act has been requested by labor organizations throughout the country. Civic, welfare, and educational organizations, as well as industrial and commercial employers, trade and industrial associations and publications, chambers of commerce, organizations providing business information and advisory services, and public accountants, have called upon the Board for information. Through the mediums of press releases, special articles, publications, and exhibits, the Board has met these demands from those who are directly and intimately affected by its programs and administrative procedures.

Other Federal Services

Important functions of management in fields related to programs administered by the Social Security Board are maintained by other Federal agencies, including notably the expanded responsibilities of the Treasury Department under the Social Security Act.

The Bureau of Internal Revenue collects the taxes levied by the act and rules on the applicability of these taxes to borderline types of employment; close collaboration is maintained between this Bureau and the Board, which has analogous responsibilities for passing on the applicability of coverage provisions with respect to eligibility for old-

age insurance benefits. The Government Actuary, in the Treasury Department, prepares estimates for use in determining amounts to be appropriated each year to the old-age reserve account, in accordance with the provisions of the Social Security Act. The Office of the Commissioner of Accounts and Deposits (Division of Disbursements) is responsible for the payment of all Federal funds appropriated by Congress, under authority of the Social Security Act, for grants to States, when the amounts of these grants are certified to the Secretary of the Treasury by the Board or other designated Federal agency. The Commissioner of Accounts and Deposits maintains and invests the old-age reserve account and the unemployment trust fund. The Division of Disbursements makes the lump-sum payments certified by the Board to eligible workers at age 65 or over or to the estates of those who have died. Data on tax collections under titles VIII and IX, on the old-age reserve account and the unemployment trust fund, and on Federal grants to States for all programs under the act are included in the appendix of this report.

Several other Federal departments provide services which are invaluable to the Board. The Bureau of the Census is called upon for extensive search of census data to verify the ages of applicants for State old-age assistance and for Federal old-age benefits; the United States Employment Service, through close integration of its Federal-State activities with those of the Board in unemployment compensation, participates in the unified program for service to the unemployed—placement service for all who register for work and unemployment benefits for those eligible under State laws when no suitable jobs are available. The Works Progress Administration, the National Youth Administration, the Civilian Conservation Corps, and the Farm Security Administration cooperate with the Board in furnishing data on their efforts to provide work and wages or subsistence payments for those who can find no opportunity for employment in private industry.

The activities of the Railroad Retirement Board, the National Labor Relations Board, the Department of Justice, the Central Statistical Board, the National Resources Committee, the National Emergency Council, the Bureau of Labor Statistics, the Department of Agriculture, the Civil Service Commission, and many other Federal agencies have implications for the work of the Board at many points. Through frequent contacts, these agencies and the Board strive to avoid duplication of effort and, in terms of positive achievement, to provide a unified and coherent Federal approach toward operation, interpretation, and future development of programs for individual and collective economic security.

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WELFARE AND HEALTH SERVICES

In addition to the programs for direct payments to individuals on an insurance or a needs basis, the Social Security Act makes provision for a permanent partnership between the Federal Government and the States in developing or extending welfare and health services. Federal participation in these services is directed by three Federal agencies: the Children's Bureau of the Department of Labor, which is charged with the responsibility for three Federal-State programs for maternal and child health and welfare; the United States Public Health Service of the Treasury Department, which administers the Federal funds authorized for extension of State and local health services and for investigation of disease and problems of sanitation; and the Office of Education of the Department of the Interior, which continues a previously established Federal-State program of vocational rehabilitation.

To permit the Social Security Board to outline in this annual report the comprehensive scope of the social security program, the Children's Bureau, the United States Public Health Service, and the Office of Education have supplied brief summaries of their activities in these Federal-State programs for welfare and health during 1937–38.

Maternal and Child-Welfare Services

Parts 1, 2, and 3, of title V of the Social Security Act, administered by the Children's Bureau of the United States Department of Labor, provide for Federal grants to the States for maternal and child-health services, services for crippled children, and child-welfare services.

For the fiscal year ended June 30, 1938, amounts appropriated for grants to the States and for Federal administration of these provisions of the Social Security Act were as follows:

Activity	*Annual appropriations*	*Deficiency appropriations*
Maternal and child-health services	$3,700,000	$904,000
Services for crippled children	2,800,000	749,000
Child-welfare services	1,475,000	201,000
Federal administration [1]	306,000	----------

[1] In addition, funds for travel are available from a departmental travel fund.

The appropriation act provided that allotments and payments could be made on the basis of the full amounts authorized in the Social Security Act: namely, $3,800,000 for maternal and child-health services; $2,850,000 for services for crippled children; and $1,500,000 for child-

welfare services. Similar authority was contained in the appropriation act for the fiscal year 1936–37. The deficiency appropriations were made to complete payments of allotments to the several States for the fiscal years 1936–37 and 1937–38 in excess of the amounts appropriated.

For the year ended June 30, 1938, plans were submitted by the State and Territorial agencies and approved by the Chief of the Children's Bureau as follows: maternal and child-health services, 51; services for crippled children, 50; child-welfare services, 50. Louisiana did not submit a plan for services for crippled children, and Wyoming did not submit a plan for child-welfare services. In addition to original plans, many revised, supplemental, and amended plans were considered and approved, thus permitting the programs in the States to be kept flexible and subject to change as experience indicated need for modification.

Payments to the States on the basis of approved plans for the year ended June 30, 1938, from appropriations for 1938 and from unpaid balances from 1936 and 1937 appropriations, totaled $7,775,245.35, distributed as follows:

Maternal and child-health services		$3, 728, 930. 58
Fund A (matched by State or local funds)	$2, 747, 517. 10	
Fund B (matching not required)	981, 413. 48	
Services for crippled children (matched by State or local funds)		2, 694, 676. 33
Child-welfare services		1, 351, 638. 44

Maternal and Child-Health Services

Reports of progress and activities under the maternal and child-health program show steady improvement in both the extent and the quality of services rendered.

State programs of maternal and child health in all the States, the District of Columbia, Alaska, and Hawaii, are under the direction of physicians, nearly all of whom have had special preparation in obstetrics, pediatrics, or public-health administration. State budgets for the fiscal year 1936–37—the last fiscal year for which such information is available—showed 120 full-time and 73 part-time physicians provided for State maternal and child-health staffs, and 213 full-time or part-time physicians provided for local staffs. In addition, Federal, State, and local funds were to be used to pay more than 2,500 local practicing physicians for services in maternal and child-health clinics and conferences.

More than 50 percent of the Federal, State, and local funds in the budgets for the State maternal and child-health programs for the fiscal year 1936–37 were designated for the employment of public-

health nurses. The use of these funds to pay, in whole or in part, the salaries of approximately 2,700 public-health nurses has enabled the States to place 1,000 new public-health nurses in the field. A number of the State departments have organized their work so that every area in the State has some public-health nursing service. A recent check, however, showed that there are almost 1,000 counties without local public-health nursing service.

Other professional personnel employed under the maternal and child-health program includes dentists, nutritionists, and health educators.

The majority of the State health agencies have made every effort to obtain qualified personnel for new appointments and to provide additional training for those not fully qualified. Postgraduate courses in obstetrics and pediatrics arranged by the State health agencies in cooperation with State medical societies have been attended by thousands of local practicing physicians. In a number of States institutes dealing with nutrition, maternity-nursing supervision, and orthopedic nursing have been held for public-health nurses.

Some indication of the extent of maternal and child-health services under the State plans is shown by the following figures taken from reports of State health officers for the calendar year 1937: Medical service at prenatal and child-health conferences included 185,541 patients' visits for maternity service and 777,594 children's visits for child-health service. Physicians gave 1,405,807 health examinations to school children. Office and home visits by public-health nurses included 880,691 for maternity nursing, 1,092,188 for infants, 945,616 for preschool children, and 2,975,790 for school children. Reports showed 898,506 diphtheria immunizations and 1,078,779 smallpox vaccinations. Inspections by dentists or dental hygienists totaled 1,308,119. More than 12,500 midwives were under instruction, and nearly 10,000 midwives' classes were held.

In nearly all parts of the country local areas are beginning to assume more financial and administrative responsibility for maternal and child-health services. Cooperation with the medical, dental, and nursing professions, with social workers, and with citizens' groups has progressed rapidly.

In accordance with the requirement in the Social Security Act relating to the development of demonstration services, two principal types of demonstration services have been put into operation by the State agencies: more extensive maternal and child-health services than are generally available, provided in one county or district of the State, organized usually in full-time health units with the best-trained personnel in the State and used as training centers for both medical and

nursing personnel of other areas; and in a limited area or for a selected group, a special type of service such as mobile dental units, service to children of migratory workers, nurse-midwife service, delivery nursing service, and special service for premature infants. Home-delivery nursing service has been established in 83 counties in 27 States.

Services for Crippled Children

As of June 30, 1937, 45 jurisdictions had plans for services for crippled children approved by the Children's Bureau; during the fiscal year 1937–38 plans were approved for 5 additional States—Arkansas, Connecticut, Delaware, Nevada, and Oregon—bringing to 50 the number of jurisdictions receiving Federal funds under the Social Security Act for services for crippled children.

At the end of the fiscal year 1937–38, the crippled children's program was administered in 24 States by the State department of health; in 15, by the department of welfare; in 5, by a crippled children's commission; in 4, by the department of education; in 1, by a university hospital; and in 1, by an interdepartmental committee.

In April 1938 the first national conference of State directors of crippled children's agencies was held; 40 State directors were present. The representation at the conference from 44 States, Alaska, the District of Columbia, and Hawaii included orthopedic surgeons, public-health nurses, medical-social workers, physical-therapy technicians, vocational rehabilitation workers, and social workers.

In the operation and expansion of State programs there has been gratifying evidence of the development of a broadening philosophy and more widely diversified services for crippled children. Most of the States have taken steps to improve the quality of medical care and to provide the necessary auxiliary services to make medical care effective. Although great emphasis has been placed on the prevention of crippling conditions, there is need for continuing effort to bring children under care at an earlier stage, to keep them under continuous treatment as long as necessary, and to make aftercare services more rapidly available.

State agencies have strengthened their administrative staffs by adding technically qualified persons and by giving further training to those already employed. Personnel standards set by national professional organizations are increasingly observed in the selection of State staffs and of local private practitioners, such as orthopedic surgeons, physical-therapy technicians, and others engaged to give care to individual children.

State agencies have also put into operation more effective methods for locating crippled children, including the use of epidemiological

reports and birth certificates recording birth injuries. The States have gradually raised the age limit for crippled children eligible for care and have liberalized regulations relating to economic eligibility. Legal residence is still a requirement in the majority of States, but many of the State agencies have been working out reciprocal arrangements for the care of the crippled child who has not acquired legal residence in the State where he is living. State and Territorial health officers in conference with the Children's Bureau in April 1938 recommended the adoption of reciprocal agreements between State agencies to provide care for crippled children irrespective of State residence.

Diagnostic clinic services have been greatly extended during the past year. The clinics have been better arranged and have included, in addition to the services of orthopedic surgeons, those of specialists in many other fields.

State reports indicate that 546 hospitals have been approved for the care of crippled children. The recommendations of the Advisory Committee on Services for Crippled Children, appointed by the Secretary of Labor, have been widely used by State agencies in setting standards for the selection of hospitals. State standards now usually include registration by the American Medical Association, approval by the American Hospital Association, and approval for surgical service by the American College of Surgeons. Because of increasing activity in the crippled children's program many hospitals have increased their staffs and equipment for this service.

The use of convalescent and foster homes in providing aftercare services is increasingly recognized as important, especially in achieving desirable results in cases requiring prolonged care and in adjusting the child during the transition from the hospital to his own home. There is great need for improvement and extension of convalescent services. Most of the States have made special efforts to solve the difficult problem of extending satisfactory aftercare service to crippled children in rural areas. There has been growing awareness of the value and importance of meeting the physical and social needs of the child in his home and community during the period of aftercare if much of the benefit derived from medical and hospital care is not to be lost. Better procedures have been worked out for relating phases of treatment to plans for the education and vocational rehabilitation of crippled children.

The total number of crippled children on the State registers of 46 States, Alaska, and Hawaii, as of June 30, 1938, was 151,909. A guide setting forth registration policies for the use of the State agencies was issued by the Children's Bureau in April 1938.

Reports received from the State agencies on direct services rendered to crippled children give valuable factual data on which to base plans for the future development of State services. The following items are selected from reports of activities for the calendar year 1937 (including some services provided by other public and private agencies). A total of 77,055 crippled children in attendance at crippled children's clinics was reported; 42,073 children received surgical and medical care in hospitals; 5,168 children were cared for in convalescent homes and 1,107 in foster homes. Other important phases of the program reported by the States are the numbers of home and office visits by public-health nurses (212,248); by physical-therapy technicians (187,250); and by medical-social workers and other social workers (63,370 in the last six months of 1937).

Child-Welfare Services

During the fiscal year 1937–38 State plans for child-welfare services were approved for Mississippi, Rhode Island, South Carolina, Alaska, and Hawaii, increasing from 45 to 50 the total number of jurisdictions participating under the child-welfare provisions of the Social Security Act.

A State plan for child-welfare services is developed jointly by the State welfare agency and the Children's Bureau. At the time the Social Security Act went into effect, 11 States had no administrative unit of State government, except institutions, responsible for child welfare. Twelve other States, although carrying on some child-welfare activities, had no comprehensive program of community organization or preventive or protective work for children. In States that had developed child-welfare programs, the content of these programs varied greatly in scope and effectiveness. The Federal funds for child-welfare services were used in the first group of States to initiate services for children. Through joint planning it has been possible in all States with approved plans to relate the extension, strengthening, and localization of child-welfare services to the existing, new, and expanding programs in the broad field of public welfare and child care. Standards and procedures incorporated in child-welfare services have exercised an important influence in stimulating and developing other State and local programs for child care and protection.

As of June 30, 1938, Federal funds for child-welfare services were providing all or part of the salaries for 245 professional workers and 99 clerical workers on State welfare-department staffs and for 403 social workers and 70 clerical workers assigned to local demonstration units or working under direct supervision of the State departments in districts in which some case-work service was being given.

In 29 States, 241 child-welfare workers had been assigned to 297 counties and were working directly under local welfare boards or officials. In 17 States (including 2 of the above) 103 workers directly under the State welfare department had been assigned to 181 counties. In 4 of the New England States in which administration of welfare service is not on a county basis, 9 workers had been placed in 7 areas, including 144 towns. In States in which local child-welfare work was still in process of organization, including some areas in States listed above, workers under direct State supervision were doing some case work with individual children in districts covering approximately 807 counties as a part of their effort to stimulate local interest and participation in child-welfare programs.

Child-welfare workers in rural areas seek not only to obtain aid for a child when his family is unable to provide for his needs but also to stimulate the development of community resources that will prevent child dependency, neglect, and delinquency.

The importance of employing well-qualified workers to carry on the local demonstration services has necessitated the development of State supervisory services and training programs, including educational leave for attendance at schools of social work, the establishment of training units, and the holding of institutes for the instruction of staff members. Such stimulation of interest in additional training has affected not only the program of child-welfare services under the Social Security Act but also the entire child-welfare program in the States.

The Advisory Committee on Community Child Welfare Services appointed by the Secretary of Labor adopted two resolutions at its meeting in April 1938: (1) requesting the Children's Bureau to express to the Social Security Board the Committee's deep interest in the extension of the program of aid to dependent children, its opinion that the objectives of the program cannot be fully attained until the Federal Government contributes on at least as generous a basis as in the case of old-age assistance and aid to the blind, and its belief that increase in the Federal Government's share in the program should be accompanied by requirements which would tend to assure the granting of aid in each case sufficient to maintain home life for children in accordance with minimum standards of health and well-being; and (2) requesting the Children's Bureau in its cooperative relationships with the States to bring to the attention of the various States the necessity of making legal and financial provision for the whole program of child care and protection so that its benefits may reach all rural and all urban areas.

Public-Health Services

The United States Public Health Service is charged with the responsibility of administering grants-in-aid to the several States for public-health work, as authorized in title VI of the Social Security Act, and also with the responsibility of conducting scientific research in the field of medicine and public health.

Grants-in-aid to States are authorized to assist the States, counties, health districts, and other political subdivisions of the States in establishing and maintaining adequate public-health services. A total of $27,333,000 has been made available by the Congress for distribution to the States since the Social Security Act became law. Of this amount $8,000,000 was appropriated for the fiscal year 1937–38. In addition $4,895,000 has been allotted to the Public Health Service for scientific research and administration since the inception of the social security program. Of this sum, $1,600,000 was available for this purpose during the fiscal year 1937–38.

Public-health work has advanced more rapidly during the past two years than in any similar period during our Nation's history. In each year increases in State and local appropriations for public-health purposes amounting to more than $8,000,000 have accompanied the annual expenditure of $8,000,000 of Federal funds. Exclusive of Federal funds, an average of approximately 11 cents per capita per annum is being spent by States through their health departments.

As of June 30, 1938, there were 1,165 counties under the direction of whole-time health officers, almost double the number (594) under such direction on January 1, 1935. At the close of the calendar year 1935, only three States served their entire population by whole-time county or district health units staffed by whole-time personnel; the number of such States has increased to eight.

The availability of Federal funds has enabled States to strengthen their central health organizations along the following lines:

Activity	*Number of States in which facilities were increased*
Promotion and supervision of local health services	19
Public-health engineering	46
Control of preventable diseases	38
Laboratory facilities	43
Dental hygiene	32
Vital statistics	33
Public-health nursing	48

The reinforcement of general health organizations within the States has been accompanied by significant progress in activities directed

against specific diseases: 33 States now have special units within their health departments for the control of venereal disease; 25 have instituted special measures for the control of tuberculosis; 8 have active programs to decrease pneumonia mortality; 6 others have organized an attack on cancer. Malaria, typhus fever, trachoma, hookworm disease, rodent plague, and psittacosis have received special emphasis in various States.

More than 3,000 persons received special postgraduate training in public-health work with the aid of Public Health Service funds. This training of personnel is considered especially significant. The Service has continued to assist, through grants-in-aid to the States, in the maintenance of five emergency short-course training centers during the past fiscal year.

Vocational Rehabilitation

The national program of vocational rehabilitation of the physically disabled was initiated under an act of Congress approved June 2, 1920. With respect to authorization of appropriations the act was extended through amendments in 1924, 1930, and 1932. The Social Security Act placed the program on a permanent basis with respect to authorization of appropriations and provided for its expansion and further development.

These provisions of the Social Security Act, administered by the Office of Education, authorize grants to States for the rehabilitation of persons who are handicapped vocationally through disease, injury, or congenital causes. To receive these grants States must expend from State and local funds, under the supervision of the State board for vocational education, an amount at least equal to the amount expended from Federal funds.

To be eligible for vocational rehabilitation service, the disabled person must be of employable age, have actual or potential work capacity, be of sound mind, and be willing to work and to cooperate in his rehabilitation. Obviously, his disability must constitute a vocational handicap. State departments of rehabilitation render service on a "case" basis and do not maintain institutions, schools, classes, or shops. The service includes vocational counsel and advisement; assistance in obtaining services to remove or alleviate the physical disability; vocational training for a specific job or occupation; and placement in employment upon completion of training for the job or occupation selected. All training services are provided by other State agencies which are in a position to furnish them.

Federal and State matching funds may be used for administration

of the service, for tuition, instructional supplies and equipment, artificial appliances, travel of trainees, and for medical and other examinations. The funds cannot be used for living expenses of persons served or for physical restoration.

Vocational rehabilitation services contribute to the relief of unemployment by placing on a self-supporting basis a considerable number of persons who would otherwise remain permanently unemployed and in many cases would have to be carried on the relief rolls. The average cost of rehabilitating the individual is about $300, whereas a minimum of from $300 to $500 a year is required to support a disabled person who is unemployed. The average wage of rehabilitated persons placed in employment is $18 a week.

The largest number of persons rehabilitated in any single year was 11,091 (fiscal year 1936–37). Preliminary reports from some of the States indicate that the number of rehabilitated cases will be less than 11,000 in the fiscal year 1937–38. This reduction is due, no doubt, to employment conditions. However, the roll of cases receiving rehabilitation services as of June 30, 1938, had increased to about 45,000, and the prospects for a considerable increase in the number of rehabilitations during the next fiscal year are good.

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SUPPLEMENTARY DATA

JULY 1–OCTOBER 31, 1938

Current data on activities of the Social Security Board and other operations under the Social Security Act are published monthly in the *Social Security Bulletin*. The following paragraphs summarize data on major developments during the four months ended October 31, 1938.

Administering the Social Security Act

For salaries and administrative expenses of the Social Security Board during the fiscal year 1938–39, the sum of $22,300,000 was appropriated. During the four months ended October 31, the administrative expenditures of the Board have amounted to $6,635,391, of which $5,241,908 was for salaries, $371,830 for travel, and $1,021,653 for general expenses.

On October 31, 1938, the personnel of the Board numbered 8,839, a decline of 773 from June 30. This decrease was occasioned by the termination of a number of temporary appointments, especially in the Baltimore office of the Bureau of Old-Age Insurance and in the field staff of the Bureau of Accounts and Audits. The Board accepted with regret the resignation, effective November 1, of Frank Bane as Executive Director, to become Executive Director of the Council of State Governments. Oscar M. Powell, Director of Region X of the Social Security Board, has been appointed as Mr. Bane's successor.

As of October 31, 1938, cumulative tax collections deposited in the Treasury amounted to $868,124,731 under title VIII of the Social Security Act (excise tax on employers and income tax on employees) and to $161,818,122 under title IX (tax on employers of eight or more).

Old-Age Insurance

At the end of October 1938, a total of 321 field offices had been established for the local administration of old-age insurance. Of these, 5 were opened after June 30, 1938, and were located as follows: San Jose, California; Waterloo, Iowa; Durham, North Carolina; Corpus Christi, Texas; Bluefield, West Virginia.

By October 31, 1938, a total of 41,743,485 social security account numbers had been assigned to workers. As of the same date, 234,083 claims for lump-sum benefits, amounting to $9,622,361, had been certified to the Treasury for payments to workers who had attained age 65 or to the estates of workers who had died. The average lump-sum

benefit payment increased from $52.41 for claims certified in July to $61.81 for claims certified in October.

As of October 31, 1938, the balance in the old-age reserve account was $801,709,831, representing transfers from appropriations to the account plus accumulated interest and minus lump-sum payments.

Unemployment Compensation

In July 1938, unemployment benefits became payable in three States, Iowa, Michigan, and South Carolina; in September, in Idaho. A total of approximately $126,100,000 was paid in benefits for total and partial unemployment in 28 States and the District of Columbia during the period July 1–September 30, 1938. During this period approximately 11,800,000 benefit checks were issued; in general, each check represented compensation for a week of total or partial unemployment.

As of October 31, 1938, the Board had granted to the States $28,272,040 for the administration of unemployment compensation laws for the period July 1–December 31, 1938. This sum included $9,283,180 for the expansion of the State employment services for all the benefit-paying States and also for 16 States and Alaska, which are now engaged in preparing their employment services to meet the increased responsibilities which will be placed upon them with the inauguration of benefit payments.

The balance in the unemployment trust fund on October 31, 1938, was $961,746,056. This sum represented total deposits made by all State unemployment compensation agencies, plus accrued interest of $23,713,541, and minus withdrawals of $360,400,000 by 28 States and the District of Columbia for benefit payments.

Public Assistance

The number of States with approved plans for all three of the Federal-State public-assistance programs was increased to 38, with the approval by the Social Security Board of Florida's plan for aid to dependent children on August 30 and of Virginia's plans for old-age assistance, aid to the blind, and aid to dependent children on September 2, 1938. In addition, Mississippi's plan for aid to the blind was approved on October 18, 1938.[1]

As of October 31, 1938, Federal grants amounting to $112,945,050 had been approved by the Board as advances to States for public assistance during the period July 1–December 31, 1938. Of this total amount, $96,124,437 was granted for old-age assistance, $14,368,268

[1] A revised plan for Connecticut for aid to the blind was approved on Nov. 1, 1938.

for aid to dependent children, and $2,452,345 for aid to the blind. In addition, a total of $1,458,213 was certified for Oklahoma in adjustment of Federal grants for prior periods.

As of November 15, 1938, reports of State agencies indicate that the number of recipients of old-age assistance in September 1938 was 1,737,781 as compared with 1,468,641 in September 1937; for aid to dependent children, 626,438 children in 253,916 families as compared with 480,561 children in 193,696 families; and for aid to the blind, 40,776 as compared with 40,133. Estimates for October 1938 place the number of recipients of old-age assistance at 1,633,000, aid to dependent children at 631,000 children in 257,000 families, and aid to the blind at 41,300. Total Federal, State, and local obligations for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind amounted to $42,381,399 in September 1938, as compared with $34,836,014 in September 1937.

APPENDIXES

FUNCTIONAL CHART OF THE SOCIAL SECURITY BOARD

SOCIAL SECURITY BOARD

1. General policy formulation, and determination of organization and procedure.
2. Promulgation of rules and regulations concerning public-assistance, unemployment compensation, and old-age insurance provisions of the Social Security Act.
3. Approving State public-assistance plans and unemployment compensation laws which conform to the act, and determining continuing conformity of such plans and laws.
4. Certification of grants to States.
5. Certification of payments of old-age insurance claims.
6. Determination of taxpayers' eligibility to credits in contributions with respect to employment.
7. Studying methods of providing social security.

EXECUTIVE DIRECTOR

1. Supervision and direction of the bureaus and offices of the Board.
2. Supervision and direction of the Board's regional and Territorial offices.
3. Coordination of Federal-State relations.

OFFICE OF THE ACTUARY

1. Consultant and adviser to the Board.
2. Analysis of proposals affecting social security program.
3. Long-time actuarial studies.

OPERATING BUREAUS

BUREAU OF OLD-AGE INSURANCE

1. Maintaining wage records for all employees covered by the old-age insurance provisions of the Social Security Act.
2. Examining old-age insurance benefit or lump-sum claims, hearing appealed claims, and recommending payments of approved claims.
3. Maintaining contacts with officials of other agencies of the Federal Government and of industrial concerns for effectuating the provisions of title II and to aid the Treasury Department to effectuate the provisions of title VIII of the act.
4. Administering the day-to-day business, accounting, and budgetary activities pertinent to the operations of the Bureau.
5. Conducting such analytical, economic, statistical, and actuarial studies as are necessary for the planning and conduct of the Bureau's day-to-day operations.
6. Supervising the administration of all aspects of old-age insurance which are the responsibility of the Board, through regional and field offices.

BUREAU OF UNEMPLOYMENT COMPENSATION

1. Assisting States in the drafting of unemployment compensation laws and amendments which meet the requirements of the Federal act; developing interstate standards for rulings and interpretations; indexing, codifying, and reporting currently rulings, interpretations, and decisions issued by Federal, State, and foreign agencies.
2. Furnishing administrative procedural aid to States in setting up their organizations, in determining personnel needs and training programs, in establishing rules and regulations, and in maintaining coordination between State employment service and unemployment compensation administrations.
3. Cooperating with other State and Federal agencies concerned with legislative and administrative problems relating to unemployment compensation.
4. Recommending for the Board's approval the amount and character of grants made to the States for the administration of their laws and aiding them in the preparation of their budgets and requests for funds; reporting to the Board as to continuing conformity of State unemployment compensation laws to requirements of the act.
5. Studying the operation of State unemployment compensation laws and reporting to the Board trends and significant developments in this field; assisting the Board in studying and recommending effective methods of providing social security through unemployment compensation systems.

BUREAU OF PUBLIC ASSISTANCE

1. Advising States with respect to proposed State legislation relating to old-age assistance, aid to the blind, and aid to dependent children, and assisting State agencies to prepare plans for the administration of these types of public assistance; when such plans are submitted for the Board's approval, reporting to the Board as to their conformity with the Social Security Act and as to the soundness of proposed organization, policy, and procedure.
2. Furnishing assistance to States in the development of plans for public-assistance administration and the relation of public-assistance activities to other State and local welfare programs; advising State agencies as to organizational structure and operating methods; providing special consultative services to State agencies with respect to technical problems relating to public assistance.
3. Advising the Board as to the continued conformity of the administration of public assistance by State and local agencies to the provisions of the act and the approved plans; examining public-assistance estimates submitted by States and recommending to the Board the amounts of grants to be made to States.
4. Cooperating with other State and Federal agencies concerned with activities relating to public assistance.
5. Studying the operation of State public-assistance systems and reporting to the Board trends and significant developments in this field; assisting the Board in studying and recommending effective methods of providing social security through public assistance.

SERVICE BUREAUS AND OFFICES

OFFICE OF THE GENERAL COUNSEL

1. Rendering legal advice to the Board, to the Bureaus of Unemployment Compensation and Public Assistance, and to the regional directors concerning proposed and enacted State unemployment compensation laws and public-assistance laws and plans.
2. Rendering legal advice to the Board, to the Bureau of Old-Age Insurance, and to the regional directors with respect to all legal aspects of the Board's responsibilities imposed by the act relative to old-age insurance.
3. Rendering assistance to United States Attorneys in matters of litigation involving the act, or to States in matters of litigation involving State laws enacted to carry out the terms of the act, and advising the Board, the operating bureaus, and the regional directors of the status of such litigation.
4. Rendering legal advice to the Board, and to its bureaus and offices with respect to methods of providing social security, and with respect to all questions of law involved in the conduct of its purely business functions.

BUREAU OF ACCOUNTS AND AUDITS

1. Maintaining fund accounts covering the Board's appropriations, preparing budgetary data, and conducting administrative audit of Board expenditures.
2. Conducting field audits pertaining to State public-assistance and unemployment compensation administration.
3. Advising the Board as to availability of State and local funds for matching Federal public-assistance grants and advising the Board as to the amounts of such grants.
4. Advising the Bureau of Unemployment Compensation of information pertaining to State unemployment compensation administration derived from field audit reports and pertinent to the recommendation of grants by that Bureau.
5. Preparing for the Board vouchers covering grants for public assistance and unemployment compensation administration, certifying the adequacy of appropriation balances, and, after approval by the Board, forwarding vouchers and supporting documents to the Secretary of the Treasury.
6. Advising the Board, the regional directors, and the Bureaus of Public Assistance and Unemployment Compensation as to the adequacy of State accounting and fiscal procedures to account for funds granted by the Board.

BUREAU OF RESEARCH AND STATISTICS

1. Compiling and preparing statistical and other data regarding operations of the Social Security Act.
2. Conducting research regarding factors causing insecurity, the adequacy of existing legislation, and the accommodation of the Federal and State social security programs to different groups.
3. Cooperating with the operating bureaus in carrying on special studies relating to public-assistance and unemployment compensation administration in the States, and in conducting long-range research in old-age insurance and its broad financial implication.
4. Advising State statistical organizations concerning statistical reports required by the Board covering public assistance and unemployment compensation; and concerning sound and uniform statistical organization and practice.
5. Collecting and analyzing reports on public and private relief submitted by States, cities, and rural areas, and collating data on public assistance under the Social Security Act with data relating to other assistance programs.
6. Writing, editing, or reviewing material issued in the *Social Security Bulletin* and other Board publications of a professional and technical character.

BUREAU OF BUSINESS MANAGEMENT

1. Servicing the Board and its bureaus and offices with respect to:
   a. Purchasing, storing, distributing, and inventorying supplies and equipment; moving office equipment; telephone service.
   b. Selecting quarters and allotting space.
   c. Receiving and distributing incoming and reviewing and forwarding outgoing mail and telegrams; messenger service.
   d. Printing and duplicating; mechanical tabulation.
   e. Furnishing centralized stenographic and typing services.
   f. Maintaining centralized files and records.
   g. Preparing travel orders, itineraries, and vouchers.
   h. Drafting and art work.
2. Conducting personnel-training classes covering the basic substantive phases of the Board's work.
3. Providing the investigation and analytical service essential for the exercise of administrative discretion in the selection, transfer, and promotion of personnel; extending aid to States in developing the merit system in their administration of social security; classification of positions and conducting all relations with the Personnel Classification Board; maintenance of emergency-room service, and visiting and other employee-welfare services; conducting all contacts with other Government agencies concerning appointments, personnel changes, and retirements; maintaining personnel records.
4. Formulating for the Board's action a consistent personnel policy.
5. Maintaining the library of the Board.
6. Answering inquiries not requiring specific attention of other bureaus or offices of the Board.

INFORMATIONAL SERVICE

1. Planning for the Board and conducting a Nation-wide program to bring about understanding by the public of the provisions of the Social Security Act which are administered by the Board and the public's rights, benefits, and responsibilities under these provisions.
2. Maintaining essential contacts with the press, radio broadcasters, and other avenues of public information and education to further accuracy and adequacy of their treatment of information concerning the act and its administration.
3. Preparing for distribution to the public publications designed to promote public understanding of the act.
4. Advising the Board and its executive staff concerning matters of press and public relations.
5. Advising and assisting State administrations in the planning and execution of informational programs.
6. Planning and conducting, in cooperation with the various State administrations, a cooperative Federal-State program of public education on unemployment compensation and public assistance.

REGIONAL OFFICES

Regional Directors

Bureau Representatives:

- Old-Age Insurance
- Unemployment Compensation
- Public Assistance
- General Counsel
- Accounts and Audits
- Research and Statistics
- Informational Service

Conducting within each region the old-age insurance, unemployment compensation, and public-assistance activities of the Board, and its legal, research and statistical, accounting and auditing, and informational services.

TERRITORIAL OFFICES

OLD-AGE INSURANCE FIELD OFFICES

5. Supervising the administration of all aspects of old-age insurance which are the responsibility of the Board, through regional and field offices.

Board's approval the amount and character of grants made to the States for the administration of their laws and aiding them in the preparation of their budgets and requests for funds; reporting to the Board as to continuing conformity of State unemployment compensation laws to requirements of the act.

5. Studying the operation of State unemployment compensation laws and reporting to the Board trends and significant developments in this field; assisting the Board in studying and recommending effective methods of providing social security through unemployment compensation systems.

6. Planning and conducting, in cooperation with the various State administrations, a cooperative Federal-State program of public education on unemployment compensation and public assistance.

OLD-AGE INSUR
FIELD OFFICE

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ADMINISTERING THE SOCIAL SECURITY ACT

Organization of the Social Security Board

Regional and Territorial Offices of the Social Security Board

Region

I. Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut. Regional director: John Pearson, Social Security Board, 120 Boylston Street, Boston, Mass.

II. New York. Regional director: Anna M. Rosenberg, Social Security Board, 11 West Forty-second Street, New York, N. Y.

III. New Jersey, Pennsylvania, Delaware. Regional director: William L. Dill, Social Security Board, Juniper and Chestnut Streets, Philadelphia, Pa.

IV. Virginia, West Virginia, North Carolina, Maryland, District of Columbia. Acting regional director: William L. Kilcoin, Social Security Board, New York Avenue and Fourteenth Street, Washington, D. C.

V. Kentucky, Ohio, Michigan. Acting regional director: G. R. Parker, Social Security Board, Euclid Avenue and East Ninth Street, Cleveland, Ohio.

VI. Illinois, Indiana, Wisconsin. Regional director: Henry L. McCarthy, Social Security Board, United States Courthouse Building, Chicago, Ill.

Region

VII. Tennessee, Mississippi, Alabama, Georgia, Florida, South Carolina. Acting regional director: Walter N. Pearce, Social Security Board, First Avenue and Nineteenth Street, Birmingham, Ala.

VIII. Iowa, Minnesota, North Dakota, South Dakota, Nebraska. Regional director: Fred M. Wilcox, Social Security Board, Federal Office Building, Minneapolis, Minn.

IX. Missouri, Kansas, Arkansas, Oklahoma. Regional director: Ed McDonald, Social Security Board, 1006 Grand Avenue, Kansas City, Mo.

X. Louisiana, Texas, New Mexico. Acting regional director: James B. Marley, Social Security Board, North Presa and East Houston Streets, San Antonio, Tex.

XI. Montana, Idaho, Utah, Colorado, Arizona, Wyoming. Regional director: Heber R. Harper, Social Security Board, 1706 Welton Street, Denver, Colo.

XII. California, Oregon, Washington, Nevada. Regional director: Richard M. Neustadt, Social Security Board, 785 Market Street, San Francisco, Calif.

Alaska. Territorial director: Hugh J. Wade, Social Security Board, Territorial Building, Juneau, Alaska.

Hawaii. Territorial director: Harold S. Burr, Social Security Board, Federal Building, Honolulu, Hawaii.

Table A–1.—Personnel of the Social Security Board, classified by bureau and office and by departmental and field service, as of June 30, 1938

Bureau and office	Total	Departmental	Field
Total	9,612	5,202	4,410
Office of the Board	26	[1] 26	0
Office of the Executive Director	54	54	0
Regional offices	307	0	[2] 307
Bureau of Unemployment Compensation	290	272	18
Bureau of Old-Age Insurance	6,908	[3] 3,453	[4] 3,455
Bureau of Public Assistance	134	108	26
Office of the General Counsel	150	124	26
Bureau of Research and Statistics	244	209	35
Bureau of Accounts and Audits	663	138	525
Bureau of Business Management	752	751	1
Informational Service	84	67	17

[1] Includes 3 employees in the Office of the Actuary.
[2] Not including bureau representatives assigned to regional offices and listed in this column as field personnel of the respective bureaus and offices.
[3] Includes 2,950 employees in accounting operations, Baltimore office of the bureau.
[4] Includes 1,646 employees in accounting operations, Baltimore office of the bureau.

Financial Data

Table A–2.—Administrative expenditures of the Social Security Board for the fiscal year 1937–38

Administrative expenditures, total		$19,956,998.34
General expenses, all bureaus and offices, total		4,170,171.27
Stationery and office supplies	$579,139.43	
Printed forms	188,371.16	
Printing and binding (other than printed forms)	718,409.43	
Furniture and equipment	849,528.80	
Storage and care of vehicles	898.73	
Rental of office space	667,424.07	
Rental of equipment	629,356.36	
Operating expenses (heat, light, power, etc.)	51,234.79	
Repairs and alterations	15,089.11	
Telegraph	30,847.19	
Telephone	143,962.39	
Other communication services	21,312.30	
Freight and express charges	43,765.71	
Special and miscellaneous expenses	230,831.80	
Salaries and travel, all bureaus and offices, total		14,656,601.33

	Salaries [1]	*Travel* [1]
Total	$13,687,842.84	$968,758.49
Office of the Board	79,863.37	8,491.02
Office of the Actuary	39,507.86	482.00
Office of the Executive Director	137,809.81	10,479.85
Regional offices	643,949.16	23,412.12
Bureau of Unemployment Compensation	605,856.94	87,422.30
Bureau of Old-Age Insurance	8,775,050.55	308,330.16
Bureau of Public Assistance	333,189.51	65,953.96
Office of the General Counsel	425,168.40	21,832.55
Bureau of Research and Statistics	476,135.32	45,388.68
Bureau of Accounts and Audits	975,202.01	364,428.12
Bureau of Business Management	927,415.96	3,242.19
Informational Service	268,693.95	29,295.54

Payment to Bureau of Internal Revenue for verification of Forms SS–2 and SS–2a	1,130,225.74

[1] Salaries and travel reported indicate total charged to each bureau or office, including salaries and travel of personnel on detail.

Table A–3.—Federal appropriations and expenditures under the Social Security Act for the fiscal years 1936–37 and 1937–38 [1]

Item	Fiscal year 1936–37		Fiscal year 1937–38	
	Appropriations [2]	Expenditures [3]	Appropriations [2]	Expenditures [3]
ADMINISTRATIVE EXPENSES				
Social Security Board:				
Salaries and expenses, and wage records	$30,749,700	$15,433,916.68	$10,500,000	$19,613,584.38
Department of Commerce (Bureau of the Census):				
Salaries and expenses	----------	[4] 101,844.48	25,000	8,513.70
Department of Labor (Children's Bureau):				
Salaries and expenses	299,000	295,198.61	306,000	336,379.18
Total, administrative expenses	31,048,700	15,830,959.77	[2] 10,831,000	[3] 19,958,477.26
GRANTS TO STATES				
Social Security Board:				
Old-age assistance	[5] 126,525,000	124,817,575.34	[5] 166,500,000	[6] 182,198,734.35
Aid to dependent children	[5] 14,800,000	14,297,277.96	[5] 24,900,000	25,498,282.01
Aid to the blind	[5] 4,675,000	4,641,947.33	[5] 5,200,000	5,161,249.06
Unemployment compensation administration	29,000,000	9,133,785.16	[7] 22,500,000	[8] 41,910,919.49
Total, Social Security Board	175,000,000	152,890,585.79	[2] 219,100,000	[3] 254,769,184.91
Department of Labor (Children's Bureau):				
Maternal and child-health services	2,820,000	3,114,583.93	3,700,000	3,775,545.57
Services for crippled children	2,150,000	2,120,921.53	2,800,000	2,691,940.82
Child-welfare services	1,200,000	980,490.68	1,475,000	1,365,749.56
Total, Department of Labor	6,170,000	6,215,996.14	7,975,000	7,833,235.95
Treasury Department (Public Health Service):				
Public-health work	8,000,000	7,819,415.33	8,000,000	8,892,079.88
Total, grants to States	189,170,000	166,925,997.26	[2] 235,075,000	[3] 271,494,500.74
Old-age reserve account (general fund) [9]	265,000,000	265,000,000.00	500,000,000	387,000,000.00
Grand total	485,218,700	447,756,957.03	745,906,000	678,452,978.00

[1] This table follows the form used by the Treasury Department in reporting appropriations and expenditures pursuant to the provisions of the Social Security Act. Certain funds appropriated pursuant to the act are not included here, because the Treasury does not segregate these funds from other funds appropriated for the same purposes. This is true of funds for vocational rehabilitation, for which there was appropriated under the Social Security Act $841,000 for the fiscal year 1936–37 and $1,800,000 for the fiscal year 1937–38 for grants to the States, and $74,420 for 1936–37 and $95,000 for 1937–38 for administration. For the fiscal year 1936–37, $5,801,550 was appropriated to the Bureau of Internal Revenue for collection of taxes under titles VIII and IX. For 1936–37, $31,860 was appropriated to the Treasury Department for salaries in connection with maintenance and development of the old-age reserve account (title II). The U. S. Public Health Service received appropriations of $1,320,000 for 1936–37 and $1,600,000 for 1937–38 for research and administration, in addition to the sums for grants to the States shown in this table.

[2] Excludes reappropriations of unexpended balance of appropriations for the previous fiscal year.

[3] On a checks-paid basis. (Similar tables in previous annual reports of the Social Security Board were on a checks-issued basis.) Includes expenditures from reappropriated balance of appropriations for the previous fiscal year.

[4] Expenditures made from 1935–36 appropriation, salaries and expenses, U. S. Bureau of the Census.

[5] After transfer of funds to old-age assistance from appropriations for aid to dependent children and aid to the blind.

[6] Includes expenditures from reappropriated balance of appropriations for the preceding fiscal year and from 1938–39 funds made available in advance.

[7] Includes an additional appropriation of $3.5 million approved May 25, 1938.

[8] Includes grants by the Social Security Board to States for employment service administration to meet the requirements of the unemployment compensation program. Includes expenditures from reappropriated balance of appropriation for the preceding fiscal year.

[9] For a statement of the reserve-fund status as of June 30, 1938 (showing payments made and interest credited), see table A–8.

SOURCE: U. S. Treasury Department: Appropriations from the Office of the Commissioner of Accounts and Deposits; expenditures from the Daily Treasury Statement.

Table A–4.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal year 1936–37 and, by States, in the fiscal year 1937–38 [1]

State	Fiscal year 1936–37, total grants	Fiscal year 1937–38, total grants	Social Security Board					Department of Labor				Treasury Department
			Public assistance				Unemployment compensation administration [2]	Total maternal and child-health and welfare services [3]	Maternal and child-health services [3]	Services for crippled children [3]	Child-welfare services [3]	Public-health work [4]
			Total public assistance	Old-age assistance	Aid to dependent children	Aid to the blind						
Total, fiscal year 1936–37, all participating States	$166,820,403.34	----------	$143,933,539.16	$124,584,988.10	$14,788,756.77	$4,559,794.29	$9,159,321.91	$5,962,338.94	$3,001,785.07	$1,991,339.32	$969,214.55	$7,765,203.33
Total, fiscal year 1937–38, all participating States	----------	$274,956,925.27	216,073,721.93	185,724,988.21	25,145,433.66	5,203,300.06	42,201,592.04	7,772,896.67	3,705,515.75	2,714,970.56	1,352,410.36	8,908,714.63
Alabama	1,649,983.26	2,599,916.79	1,383,970.60	1,034,050.52	329,128.21	20,791.87	704,419.83	221,585.36	106,977.70	75,000.00	39,607.66	289,941.00
Alaska	46,752.31	252,769.40	144,458.99	144,458.99	(5)	(5)	30,966.70	42,495.71	31,845.52	4,925.19	5,725.00	34,848.00
Arizona	244,384.01	1,417,327.75	963,650.57	657,163.31	265,150.76	41,336.50	303,201.67	88,067.51	50,320.05	38,203.22	[6] −455.76	62,408.00
Arkansas	1,240,129.82	1,804,905.12	1,313,892.49	1,061,507.82	209,071.58	43,313.09	171,242.31	124,446.32	56,851.53	45,418.32	22,176.47	195,324.00
California	14,002,824.47	25,545,740.19	21,515,886.84	18,925,770.43	1,535,728.68	1,054,387.73	3,446,692.02	266,325.33	126,728.18	115,700.99	23,896.16	316,836.00
Colorado	4,708,296.17	6,494,225.68	6,200,058.37	5,657,091.24	452,135.71	90,831.42	100,888.79	98,327.52	56,239.63	21,979.97	20,107.92	94,951.00
Connecticut	2,120,391.29	3,845,384.08	2,443,458.73	2,443,458.73	(5)	[7] 0	1,214,839.87	84,045.48	37,281.30	33,735.60	13,028.58	103,040.00
Delaware	297,329.38	496,255.31	281,380.42	214,323.38	67,057.04	(5)	138,419.97	42,846.92	28,854.66	4,349.16	9,643.10	33,608.00
District of Columbia	666,766.50	1,188,600.81	670,830.31	451,449.51	196,955.48	22,425.32	366,847.49	83,378.01	41,475.44	34,201.66	7,700.91	67,545.00
Florida	735.585.35	2,918,418.25	2,435,723.19	2,363,903.19	(5)	71,820.00	191,892.91	162,485.15	75,215.00	57,792.89	29,477.26	128,317.00
Georgia	808,126.96	2,340,595.21	1,619,975.77	1,324,210.74	253,054.07	42,710.96	225,821.52	191,397.92	126,726.37	22,193.49	42,478.06	303,400.00
Hawaii	148,828.75	498,822.52	272,240.47	130,678.57	133,287.90	8,274.00	98,758.52	63,039.53	37,273.56	14,350.29	11,415.68	64,784.00
Idaho	1,554,588.37	1,687,313.10	1,410,176.66	1,116,676.58	264,478.60	29,021.48	126,451.37	78,929.07	42,845.83	21,629.89	14,453.35	71,756.00
Illinois	9,008,530.84	14,977,093.50	13,972,593.07	13,972,593.07	(5)	(5)	362,385.85	296,046.58	124,756.90	122,436.32	48,853.36	346,068.00
Indiana	3,678,831.50	8,072,247.23	6,197,738.41	4,383,596.95	1,546,526.37	267,615.09	1,566,683.30	137,985.52	75,850.59	31,134.75	31,000.18	169,840.00
Iowa	3,215,806.15	5,696,965.21	5,057,772.19	4,966,153.94	(5)	91,618.25	294,581.34	151,659.68	50,353.67	68,679.47	32,626.54	192,952.00
Kansas	226,216.92	2,192,758.37	1,840,589.14	1,433,919.97	341,959.30	64,709.87	131,194.59	116,354.64	49,548.40	44,996.80	21,809.44	104,620.00
Kentucky	1,517,125.60	2,844,162.60	2,147,789.63	2,147,789.63	(5)	(5)	223,038.87	224,833.10	94,214.11	83,038.28	47,580.71	248,501.00
Louisiana	2,143,363.97	3,289,175.18	2,325,799.72	1,559,775.32	751,035.97	14,988.43	654,965.17	118,963.58	91,844.19	(8)	27,119.39	189,446.71
Maine	888,131.39	1,452,736.12	781,883.83	444,903.45	185,300.27	151,680.11	494,406.71	105,279.58	54,853.47	32,489.44	17,936.67	71,166.00

Maryland	2,518,091.90	3,943,157.51	2,871,331.50	1,845,729.39	945,389.14	80,212.97	813,227.28	122,512.73	59,988.17	48,179.83	14,344.73	136,086.00
Massachusetts	9,443,085.62	15,083,407.74	11,949,837.15	10,877,450.25	945,270.67	127,116.23	2,717,687.02	179,412.57	82,452.80	84,667.70	12,292.07	236,471.00
Michigan	4,562,753.65	10,128,738.25	8,318,389.86	6,560,890.60	1,693,072.81	64,426.45	1,261,425.19	256,781.20	107,363.66	97,819.20	51,598.34	292,142.00
Minnesota	7,304,024.54	10,578,753.96	9,122,932.15	8,438,909.83	610,316.61	73,705.71	1,083,041.12	172,726.69	72,052.99	62,599.86	38,073.84	200,054.00
Mississippi	737,952.77	1,060,082.73	425,090.52	425,097.82	[6] −1.00	[6] −6.30	289,531.58	137,027.63	90,737.49	34,851.39	11,438.75	208,433.00
Missouri	4,841,676.13	7,090,551.85	6,480,540.41	6,253,740.41	226,800.00	([5])	244,353.35	155,411.09	61,885.23	63,480.00	30,045.86	210,247.00
Montana	1,161,647.01	1,840,641.67	1,586,331.86	1,435,155.49	140,938.87	10,237.50	108,820.49	100,899.32	50,077.82	30,069.88	20,751.62	44,590.00
Nebraska	3,137,419.59	2,877,165.28	2,623,972.20	2,092,423.47	476,545.17	55,003.56	88,281.49	107,077.84	27,760.15	55,775.46	23,542.23	57,833.75
Nevada	75,876.93	438,217.90	248,799.68	248,799.68	([5])	([5])	109,920.81	50,432.41	37,163.59	1,000.00	12,268.82	29,065.00
New Hampshire	743,821.28	1,100,751.83	611,291.48	518,269.83	54,969.79	38,051.86	390,885.22	53,011.13	27,290.47	11,884.74	13,835.92	45,564.00
New Jersey	4,837,323.65	4,685,235.15	3,807,108.99	2,582,718.33	1,152,432.30	71,958.36	521,113.99	151,545.17	79,283.94	50,906.47	21,354.76	205,467.00
New Mexico	433,440.16	729,075.18	461,874.86	292,022.84	151,297.04	18,554.98	48,924.78	130,299.54	64,662.60	48,904.58	16,732.36	87,976.00
New York	13,089,882.47	26,116,997.58	18,122,671.02	14,092,846.64	3,734,697.32	295,127.06	6,994,962.54	338,244.02	166,977.07	120,308.46	50,958.49	661,120.00
North Carolina	813,277.34	3,295,444.45	1,560,111.41	1,190,088.87	252,036.33	117,986.21	1,120,104.65	279,686.39	133,887.53	84,710.10	61,088.76	335,542.00
North Dakota	719,246.66	1,088,414.53	803,687.96	698,805.29	104,882.67	([9])	106,427.76	115,165.56	53,611.52	45,185.12	16,368.92	63,133.25
Ohio	17,079,609.13	18,575,832.54	17,406,455.14	15,527,111.91	1,436,811.75	442,531.48	482,438.23	317,575.17	141,639.00	143,786.07	32,150.10	369,364.00
Oklahoma	4,692,457.06	5,788,938.87	5,151,033.24	4,635,053.34	420,344.85	95,635.05	203,676.20	207,727.43	72,871.69	93,986.16	40,869.58	226,502.00
Oregon	1,900,292.41	3,201,795.06	2,309,635.54	2,083,926.17	156,913.26	68,796.11	698,643.70	105,581.82	59,249.93	24,257.50	22,074.39	87,934.00
Pennsylvania	13,648,909.76	24,139,617.96	16,428,047.14	12,846,050.30	2,609,003.62	972,993.22	6,890,124.18	388,743.64	147,847.85	178,258.57	62,637.22	432,703.00
Rhode Island	675,203.75	1,633,629.51	769,361.49	642,052.48	127,309.01	([5])	730,299.79	73,741.23	35,945.48	34,545.75	3,250.00	60,227.00
South Carolina	430,800.72	1,729,775.94	1,010,795.01	828,289.67	138,715.01	43,790.33	327,489.99	182,714.94	104,061.53	47,169.24	31,484.17	208,776.00
South Dakota	1,048,470.14	1,541,407.20	1,308,185.63	1,300,310.63	([5])	7,875.00	58,925.05	94,126.52	43,895.43	29,798.78	20,432.31	80,170.00
Tennessee	519,481.27	3,080,947.81	2,016,146.88	1,325,200.15	624,662.64	66,284.09	605,045.76	171,364.17	96,404.51	36,371.89	38,587.77	288,391.00
Texas	9,412,414.86	12,841,559.82	10,141,822.54	10,141,822.54	([5])	([5])	1,925,731.84	360,242.02	175,647.83	119,074.85	65,519.34	413,763.42
Utah	1,139,293.73	2,570,633.41	2,170,642.83	1,799,537.64	331,695.54	39,409.65	254,579.55	78,238.03	40,607.92	29,999.99	7,630.12	67,173.00
Vermont	498,305.70	874,217.00	511,985.41	469,193.80	30,969.92	11,821.69	246,254.46	69,804.63	36,376.97	19,233.11	14,194.55	46,172.50
Virginia	512,254.06	1,179,556.57	([5])	([5])	([5])	([5])	724,050.11	223,332.46	100,817.62	70,663.25	51,851.59	232,174.00
Washington	4,557,708.31	6,573,219.25	6,184,059.64	5,148,651.64	863,784.24	171,623.76	142,502.02	120,020.59	47,888.07	50,516.42	21,616.10	126,637.00
West Virginia	1,430,765.24	3,594,344.92	2,390,239.61	1,845,554.42	471,111.74	73,573.45	882,128.14	164,161.17	56,415.68	69,121.97	38,623.52	157,816.00
Wisconsin	5,429,476.04	7,296,246.78	5,762,076.82	4,725,982.12	827,352.55	208,742.15	1,194,763.90	155,209.06	62,595.61	52,000.00	40,613.45	184,197.00
Wyoming	523,448.45	663,154.60	539,394.56	419,827.32	87,241.87	32,325.37	88,533.05	11,587.99	7,999.50	3,588.49	([8])	23,639.00

[1] Checks issued by the Treasury Department during the given periods for Federal grants to States under the Social Security Act, not including Federal funds for vocational rehabilitation under title V, pt. 4, which are merged with other Federal funds provided for this purpose. For any given period, amounts reported in this table will differ from those reported in table A–5, showing advances certified by the Social Security Board to the Secretary of the Treasury for payment to the States, since sums certified by the Board are attributed to the quarter for which they were provided. The Board may certify amounts to be granted for the current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within the period for which the funds are certified.

[2] Includes grants by the Social Security Board to States for employment service administration to meet the requirements of the unemployment compensation program; as of June 30, 1938, such grants had been made to 28 States in which benefits were payable or were soon to become payable.

[3] Administered by the U. S. Children's Bureau.

[4] Administered by the U. S. Public Health Service.

[5] No plan approved by the Social Security Board.

[6] Refund of unexpended grants.

[7] Although Connecticut has an approved plan for aid to the blind, Federal funds have not been requested since July 1, 1936.

[8] No plan approved by the Chief of the U. S. Children's Bureau.

[9] Sufficient Federal funds were carried over from preceding fiscal year.

SOURCE: Amount of grants computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

Explanation of Data on Federal Grants to States

Table A–3 is derived from data supplied by the Treasury Department, giving Federal grants to States on a checks-paid basis, for all programs under the Social Security Act. Table A–4, from the same source, shows grants to States for the same programs on a checks-issued basis, i. e., amounts paid to the States attributed to the period in which the check was issued by the Treasury. On the other hand, table A–5 shows advances to the States certified by the Social Security Board to the Secretary of the Treasury according to the quarter for which these amounts were certified. The data reported on these three different bases are of course not comparable; the amount of grants on a checks-issued basis differs from the amount reported on a checks-paid basis because of the time lag in transmitting and cashing the checks. Moreover, because of procedures involved in certifying to the Secretary of the Treasury grants to States authorized under the Social Security Act, data reported by the Treasury, as in tables A–3 and A–4, differ from those in table A–5. The usual procedure is for the jurisdictions eligible for Federal grants under the act to submit to the Social Security Board advance quarterly estimates of the sums needed for their public-assistance programs and for the administration of unemployment compensation and State employment services. After review of these estimates, the Social Security Board certifies to the Secretary of the Treasury the sums to be paid. In addition, the Board may certify supplemental amounts during a given quarter and may also certify in later months retroactive payments for earlier months or quarters during which a State public-assistance plan or unemployment compensation law was in operation. Federal advances for any given period are subject to adjustment in a later period to take account of unexpended balances or of amounts by which these advances represented less than the statutory Federal share of State expenditures or obligations incurred.

The tables in appendix D give still a third type of expenditure: Obligations incurred from Federal, State, and local funds under public-assistance and relief programs, administrative expense excluded. Monthly revisions of tables D–4, D–5, D–6, D–10, D–11, D–16, and D–17 are necessary to include corrections for canceled checks and for supplementary or retroactive payments, and these tables therefore bear the date to which these revisions have been made. Monthly issues of the *Social Security Bulletin* carry currently revised data.

Throughout the appendix tables the term "States" is used as defined in the act to include the 48 States, the District of Columbia, Alaska, and Hawaii.

Table A–5.—Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
All participating States:								
Total, fiscal year 1936–37	$155,189,207.51	$146,114,210.88	$127,634,064.19	$13,900,596.48	$4,579,550.21	$9,074,996.63	$9,074,996.63	
Total, fiscal year 1937–38	251,702,739.61	209,446,839.64	179,180,472.53	25,098,532.20	5,167,834.91	42,255,899.97	27,878,119.63	$14,377,780.34
First quarter	54,499,478.10	48,672,827.71	41,170,088.81	6,074,927.01	1,427,811.89	5,826,650.39	3,784,311.43	2,042,338.96
Second quarter	62,355,422.77	51,730,468.06	43,969,515.67	6,213,933.29	1,547,019.10	10,624,954.71	5,859,571.54	4,765,383.17
Third quarter	65,753,332.65	52,039,707.52	45,152,649.28	5,832,485.82	1,054,572.42	13,713,625.13	9,172,869.14	4,540,755.99
Fourth quarter	69,094,506.09	57,003,836.35	48,888,218.77	6,977,186.08	1,138,431.50	12,090,669.74	9,061,367.52	3,029,302.22
Alabama:								
Total, fiscal year 1936–37	1,272,601.85	1,084,533.47	757,860.33	314,860.64	11,812.50	188,068.38	188,068.38	
Total, fiscal year 1937–38	1,952,714.11	1,239,059.28	908,189.78	311,032.83	19,836.67	713,654.83	473,622.53	240,032.30
First quarter	267,270.38	166,651.77	117,505.92	43,475.85	5,670.00	100,618.61	55,027.11	45,591.50
Second quarter	438,780.93	276,917.48	219,166.56	57,750.92	[4] 0	161,863.45	93,166.48	68,696.97
Third quarter	590,898.24	349,546.31	245,658.75	97,481.45	6,406.11	241,351.93	170,134.76	71,217.17
Fourth quarter	655,764.56	445,943.72	325,858.55	112,324.61	7,760.56	209,820.84	155,294.18	54,526.66
Alaska:								
Total, fiscal year 1936–37	5,099.51	([5])	([5])	([5])	([5])	5,099.51	5,099.51	
Total, fiscal year 1937–38	175,425.69	144,458.99	144,458.99	([5])	([5])	30,966.70	30,966.70	
First quarter	42,500.15	29,137.50	29,137.50	([5])	([5])	13,362.65	13,362.65	
Second quarter	38,313.39	31,368.75	31,368.75	([5])	([5])	6,944.64	6,944.64	
Third quarter	45,027.60	39,768.75	39,768.75	([5])	([5])	5,258.85	5,258.85	
Fourth quarter	49,584.55	44,183.99	44,183.99	([5])	([5])	5,400.56	5,400.56	
Arizona:								
Total, fiscal year 1936–37	141,321.70	110,748.70	29,400.00	71,736.29	9,612.41	30,573.00	30,573.00	
Total, fiscal year 1937–38	1,234,037.97	930,836.30	657,163.31	236,395.12	37,277.87	303,201.67	202,139.26	101,062.41

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
Arizona—Continued.								
First quarter	$223,851.62	$188,878.33	$132,300.00	$49,333.33	$7,245.00	$34,973.29	$20,904.47	$14,068.82
Second quarter	320,953.94	250,353.26	196,875.00	47,027.58	6,450.68	70,600.68	40,943.91	29,656.77
Third quarter	384,922.86	288,991.25	210,787.50	67,100.00	11,103.75	95,931.61	62,872.43	33,059.18
Fourth quarter	304,309.55	202,613.46	117,200.81	72,934.21	12,478.44	101,696.09	77,418.45	24,277.64
Arkansas:								
Total, fiscal year 1936–37	1,028,906.90	967,771.85	734,308.78	207,867.56	25,595.51	61,135.05	61,135.05	----------
Total, fiscal year 1937–38	1,485,146.80	1,313,904.49	1,061,519.82	209,071.58	43,313.09	171,242.31	171,242.31	----------
First quarter	426,496.93	385,664.27	298,721.94	76,277.95	10,664.38	40,832.66	40,832.66	----------
Second quarter	339,712.60	303,123.68	247,947.70	45,430.40	9,745.58	36,588.92	36,588.92	----------
Third quarter	334,416.19	288,808.43	239,391.08	38,004.37	11,412.98	45,607.76	45,607.76	----------
Fourth quarter	384,521.08	336,308.11	275,459.10	49,358.86	11,490.15	48,212.97	48,212.97	----------
California:								
Total, fiscal year 1936–37	13,669,931.10	13,151,344.76	11,084,249.12	1,240,820.81	826,274.83	518,586.34	518,586.34	----------
Total, fiscal year 1937–38	23,204,178.17	19,745,351.61	17,346,809.17	1,427,992.75	970,549.69	3,458,826.56	2,479,406.86	979,419.70
First quarter	3,886,029.77	3,502,255.89	2,982,936.32	316,385.33	202,934.24	383,773.88	294,605.84	89,168.04
Second quarter	5,570,677.62	4,648,035.68	4,060,162.62	362,243.86	225,629.20	922,641.94	526,391.06	396,250.88
Third quarter	6,707,532.74	5,540,429.83	4,894,975.55	384,365.30	261,088.98	1,167,102.91	912,583.58	254,519.33
Fourth quarter	7,039,938.04	6,054,630.21	5,408,734.68	364,998.26	280,897.27	985,307.83	745,826.38	239,481.45
Colorado:								
Total, fiscal year 1936–37	4,615,574.50	4,523,082.39	4,147,186.43	298,709.40	77,186.56	92,492.11	92,492.11	----------
Total, fiscal year 1937–38	6,309,637.58	6,208,748.79	5,665,781.66	452,135.71	90,831.42	100,888.79	100,888.79	----------
First quarter	1,475,111.58	1,453,123.17	1,323,471.81	108,174.53	21,476.83	21,988.41	21,988.41	----------
Second quarter	1,571,248.03	1,554,807.79	1,417,500.00	114,614.82	22,692.97	16,440.24	16,440.24	----------
Third quarter	1,587,610.62	1,562,591.42	1,428,253.95	112,266.91	22,070.56	25,019.20	25,019.20	----------
Fourth quarter	1,675,667.35	1,638,226.41	1,496,555.90	117,079.45	24,591.06	37,440.94	37,440.94	----------
Connecticut:								
Total, fiscal year 1936–37	1,973,309.39	1,855,858.21	1,855,858.21	(5)	[6] 0	117,451.18	117,451.18	----------
Total, fiscal year 1937–38	3,484,456.89	2,267,425.14	2,267,425.14	(5)	[6] 0	1,217,031.75	834,741.18	382,290.57

First quarter	707,547.72	561,769.95	561,769.95	(5)	6 0	145,777.77	80,710.64	65,067.13
Second quarter	804,190.11	560,271.08	560,271.08	(5)	6 0	243,919.03	133,181.47	110,737.56
Third quarter	947,513.59	565,996.73	565,996.73	(5)	6 0	381,516.86	288,124.03	93,392.83
Fourth quarter	1,025,205.47	579,387.38	579,387.38	(5)	6 0	445,818.09	332,725.04	113,093.05
Delaware:								
Total, fiscal year 1936–37	225,524.88	224,889.43	178,420.73	46,468.70	(5)	635.45	635.45	
Total, fiscal year 1937–38	399,540.94	261,120.97	198,573.38	62,547.59	(5)	138,419.97	138,419.97	
First quarter	96,935.45	66,222.80	49,777.88	16,444.92	(5)	30,712.65	30,712.65	
Second quarter	97,637.22	59,682.63	42,428.93	17,253.70	(5)	37,954.59	37,954.59	
Third quarter	95,383.84	63,612.02	49,070.70	14,541.32	(5)	31,771.82	31,771.82	
Fourth quarter	109,584.43	71,603.52	57,295.87	14,307.65	(5)	37,980.91	37,980.91	
District of Columbia:								
Total, fiscal year 1936–37	572,056.28	462,141.57	230,680.42	216,952.88	14,508.27	109,914.71	109,914.71	
Total, fiscal year 1937–38	992,273.32	625,425.83	424,421.03	180,410.68	20,594.12	366,847.49	270,669.71	96,177.78
First quarter	167,532.16	130,539.64	81,098.85	46,336.78	3,104.01	36,992.52	36,992.52	
Second quarter	218,329.32	147,627.84	101,312.67	42,856.47	3,458.70	70,701.48	57,922.25	12,779.23
Third quarter	340,009.89	180,091.49	133,030.80	40,621.83	6,438.86	159,918.40	110,450.53	49,467.87
Fourth quarter	266,401.95	167,166.86	108,978.71	50,595.60	7,592.55	99,235.09	65,304.41	33,930.68
Florida:								
Total, fiscal year 1936–37	464,625.47	464,625.47	464,625.47	(5)	(5)			
Total, fiscal year 1937–38	2,456,548.88	2,264,655.97	2,192,835.97	(5)	71,820.00	191,892.91	191,892.91	
First quarter	316,150.90	279,655.53	279,655.53	(5)	(5)	36,495.37	36,495.37	
Second quarter	612,276.09	559,440.00	552,825.00	(5)	6,615.00	52,836.09	52,836.09	
Third quarter	745,920.36	696,118.36	664,933.36	(5)	31,185.00	49,802.00	49,802.00	
Fourth quarter	782,201.53	729,442.08	695,422.08	(5)	34,020.00	52,759.45	52,759.45	
Georgia:								
Total, fiscal year 1936–37	46,073.46	(5)	(5)	(5)	(5)	46,073.46	46,073.46	
Total, fiscal year 1937–38	2,066,983.66	1,841,162.14	1,474,386.59	310,319.30	56,456.25	225,821.52	225,821.52	
First quarter	381,817.12	328,500.00	226,800.00	82,800.00	18,900.00	53,317.12	53,317.12	
Second quarter	471,928.52	426,675.00	346,500.00	66,000.00	14,175.00	45,253.52	45,253.52	
Third quarter	533,973.20	475,219.82	423,146.31	48,015.67	4,057.84	58,753.38	58,753.38	
Fourth quarter	679,264.82	610,767.32	477,940.28	113,503.63	19,323.41	68,497.50	68,497.50	
Hawaii:								
Total, fiscal year 1936–37	42,387.62	42,387.62	36,993.79	5,393.83	(5)			
Total, fiscal year 1937–38	365,605.16	266,846.64	130,678.57	127,894.07	8,274.00	98,758.52	98,758.52	
First quarter	79,756.69	49,654.07	29,910.74	18,483.33	1,260.00	30,102.62	30,102.62	
Second quarter	82,704.13	56,693.86	31,543.03	23,176.83	1,974.00	26,010.27	26,010.27	
Third quarter	86,672.54	70,600.24	30,206.38	37,873.86	2,520.00	16,072.30	16,072.30	
Fourth quarter	116,471.80	89,898.47	39,018.42	48,360.05	2,520.00	26,573.33	26,573.33	

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
Idaho:								
Total, fiscal year 1936–37	$1,407,713.99	$1,302,744.74	$1,057,716.13	$209,847.30	$35,181.31	$104,969.25	$104,969.25	----------
Total, fiscal year 1937–38	1,547,023.03	1,420,571.66	1,116,676.58	264,478.60	39,416.48	126,451.37	126,451.37	----------
First quarter	429,560.08	401,499.84	320,104.84	71,000.00	10,395.00	28,060.24	28,060.24	----------
Second quarter	397,483.72	369,190.83	290,848.43	68,713.90	9,628.50	28,292.89	28,292.89	----------
Third quarter	355,319.67	318,281.18	247,166.85	61,705.80	9,408.53	37,038.49	37,038.49	----------
Fourth quarter	364,659.56	331,599.81	258,556.46	63,058.90	9,984.45	33,059.75	33,059.75	----------
Illinois:								
Total, fiscal year 1936–37	8,514,656.29	8,514,656.29	8,514,656.29	(5)	(5)	----------	----------	----------
Total, fiscal year 1937–38	13,218,068.06	12,855,682.21	12,855,682.21	(5)	(5)	362,385.85	362,385.85	----------
First quarter	3,085,573.02	3,013,585.19	3,013,585.19	(5)	(5)	71,987.83	71,987.83	----------
Second quarter	3,322,059.18	3,252,430.13	3,252,430.13	(5)	(5)	69,629.05	69,629.05	----------
Third quarter	3,284,916.12	3,216,681.28	3,216,681.28	(5)	(5)	68,234.84	68,234.84	----------
Fourth quarter	3,525,519.74	3,372,985.61	3,372,985.61	(5)	(5)	152,534.13	152,534.13	----------
Indiana:								
Total, fiscal year 1936–37	3,476,384.92	3,153,840.35	2,712,064.57	268,691.16	173,084.62	322,544.57	322,544.57	----------
Total, fiscal year 1937–38	7,297,413.27	5,730,729.97	4,045,669.50	1,432,192.04	252,868.43	1,566,683.30	1,078,888.88	$487,794.42
First quarter	1,531,542.36	1,397,091.13	1,038,897.63	314,230.00	43,963.50	134,451.23	134,451.23	----------
Second quarter	1,583,630.09	1,296,053.78	868,203.57	349,708.94	78,141.27	287,576.31	139,290.26	148,286.05
Third quarter	2,016,842.99	1,470,793.82	1,031,115.19	367,702.38	71,976.25	546,049.17	353,053.35	192,995.82
Fourth quarter	2,165,397.83	1,566,791.24	1,107,453.11	400,550.72	58,787.41	598,606.59	452,094.04	146,512.55
Iowa:								
Total, fiscal year 1936–37	2,982,570.04	2,872,157.40	2,872,157.40	(5)	(5)	110,412.64	110,412.64	----------
Total, fiscal year 1937–38	5,367,297.75	5,072,716.41	4,981,098.16	(5)	91,618.25	294,581.34	209,886.38	84,694.96
First quarter	1,195,940.13	1,171,588.43	1,171,588.43	(5)	(5)	24,351.70	24,351.70	----------
Second quarter	1,351,140.75	1,317,671.78	1,296,671.78	(5)	21,000.00	33,468.97	33,468.97	----------
Third quarter	1,231,875.92	1,140,695.85	1,102,580.85	(5)	38,115.00	91,180.07	60,516.88	30,663.19
Fourth quarter	1,588,340.95	1,442,760.35	1,410,257.10	(5)	32,503.25	145,580.60	91,548.83	54,031.77

Kansas:								
Total, fiscal year 1936–37	45,284.74	(5)	(5)	(5)	(5)	45,284.74	45,284.74	
Total, fiscal year 1937–38	1,971,783.73	1,840,589.14	1,433,919.97	341,959.30	64,709.87	131,194.59	131,194.59	
First quarter	448,416.22	399,525.00	307,125.00	77,280.00	15,120.00	48,891.22	48,891.22	
Second quarter	507,231.54	487,042.90	365,929.96	105,646.19	15,466.75	20,188.64	20,188.64	
Third quarter	279,743.35	245,649.49	193,247.30	41,647.32	10,754.87	34,093.86	34,093.86	
Fourth quarter	736,392.62	708,371.75	567,617.71	117,385.79	23,368.25	28,020.87	28,020.87	
Kentucky:								
Total, fiscal year 1936–37	1,087,489.05	969,323.86	969,323.86	(5)	(5)	118,165.19	118,165.19	
Total, fiscal year 1937–38	2,205,290.30	1,982,251.43	1,982,251.43	(5)	(5)	223,038.87	223,038.87	
First quarter	787,176.25	750,579.64	750,579.64	(5)	(5)	36,596.61	36,596.61	
Second quarter	981,349.42	922,453.25	922,453.25	(5)	(5)	58,896.17	58,896.17	
Third quarter	366,270.50	308,275.57	308,275.57	(5)	(5)	57,994.93	57,994.93	
Fourth quarter	70,494.13	942.97	942.97	(5)	(5)	69,551.16	69,551.16	
Louisiana:								
Total, fiscal year 1936–37	1,808,366.91	1,651,745.32	975,589.64	650,108.09	26,047.59	156,621.59	156,621.59	
Total, fiscal year 1937–38	2,980,764.89	2,325,799.72	1,559,775.32	751,035.97	14,988.43	654,965.17	411,680.62	243,284.55
First quarter	846,209.44	753,313.45	537,288.55	212,559.90	3,465.00	92,895.99	57,801.99	35,094.00
Second quarter	727,058.70	537,068.30	363,971.01	173,097.29	4 0	189,990.40	98,749.96	91,240.44
Third quarter	581,000.72	413,142.05	260,257.41	152,884.64	4 0	167,858.67	122,229.28	45,629.39
Fourth quarter	826,496.03	622,275.92	398,258.35	212,494.14	11,523.43	204,220.11	132,899.39	71,320.72
Maine:								
Total, fiscal year 1936–37	751,337.84	658,874.81	358,215.90	178,684.34	121,974.57	92,463.03	92,463.03	
Total, fiscal year 1937–38	1,276,428.54	782,021.83	445,041.45	185,300.27	151,680.11	494,406.71	319,393.12	175,013.59
First quarter	207,936.65	139,146.11	67,625.78	39,408.45	32,111.88	68,790.54	20,662.82	48,127.72
Second quarter	242,654.92	92,004.82	7,350.00	45,972.04	38,682.78	150,650.10	71,373.74	79,276.36
Third quarter	334,428.07	188,499.40	101,055.67	48,501.85	38,941.88	145,928.67	111,615.44	34,313.23
Fourth quarter	491,408.90	362,371.50	269,010.00	51,417.93	41,943.57	129,037.40	115,741.12	13,296.28
Maryland:								
Total, fiscal year 1936–37	2,287,052.43	2,142,935.04	1,348,779.19	727,468.51	66,687.34	144,117.39	144,117.39	
Total, fiscal year 1937–38	3,443,927.74	2,630,700.46	1,699,913.15	854,985.23	75,802.08	813,227.28	541,913.21	271,314.07
First quarter	651,261.23	586,839.06	389,840.43	178,969.76	18,028.87	64,422.17	35,591.60	28,830.57
Second quarter	837,406.86	644,071.54	424,337.88	201,042.74	18,690.92	193,335.32	90,795.30	102,540.02
Third quarter	987,660.89	707,664.81	451,140.28	236,471.70	20,052.83	279,996.08	193,599.92	86,396.16
Fourth quarter	967,598.76	692,125.05	434,594.56	238,501.03	19,029.46	275,473.71	221,926.39	53,547.32

See footnotes at end of table.

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Table A–5.—Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
Massachusetts:								
Total, fiscal year 1936–37	$8,846,685.52	$8,579,635.01	$7,483,928.28	$992,682.93	$103,023.80	$267,050.51	$267,050.51	
Total, fiscal year 1937–38	14,673,118.24	11,955,431.22	10,883,044.32	945,270.67	127,116.23	2,717,687.02	1,897,356.88	$820,330.14
First quarter	3,168,254.76	2,809,931.73	2,567,884.58	214,498.41	27,548.74	358,323.03	159,155.76	199,167.27
Second quarter	3,862,881.67	3,060,633.15	2,736,819.79	290,131.32	33,682.04	802,248.52	401,819.11	400,429.41
Third quarter	3,801,870.78	2,948,558.19	2,701,751.08	212,438.85	34,368.26	853,312.59	699,393.57	153,919.02
Fourth quarter	3,840,111.03	3,136,308.15	2,876,588.87	228,202.09	31,517.19	703,802.88	636,988.44	66,814.44
Michigan:								
Total, fiscal year 1936–37	5,025,305.24	4,687,973.99	3,705,488.30	932,426.94	50,058.75	337,331.25	337,331.25	
Total, fiscal year 1937–38	9,589,671.95	8,328,246.76	6,570,747.50	1,693,072.81	64,426.45	1,261,425.19	744,761.42	516,663.77
First quarter	1,497,354.33	1,377,979.42	979,607.81	384,003.00	14,368.61	119,374.91	119,374.91	
Second quarter	2,340,721.54	2,202,165.14	1,732,500.00	452,000.00	17,665.14	138,556.40	138,556.40	
Third quarter	2,716,470.45	2,440,173.37	1,933,537.25	488,807.06	17,829.06	276,297.08	131,737.43	144,559.65
Fourth quarter	3,035,125.63	2,307,928.83	1,925,102.44	368,262.75	14,563.64	727,196.80	355,092.68	372,104.12
Minnesota:								
Total, fiscal year 1936–37	6,935,931.84	6,667,452.68	6,667,452.68	(5)	(5)	268,479.16	268,479.16	
Total, fiscal year 1937–38	9,586,830.31	8,496,367.69	7,838,997.14	585,375.72	71,994.83	1,090,462.62	668,063.78	422,393.84
First quarter	2,097,546.21	1,996,044.44	1,904,175.00	61,944.44	29,925.00	101,501.77	58,501.92	42,999.85
Second quarter	2,577,594.17	2,216,700.32	2,014,944.07	176,950.00	24,806.25	360,893.85	149,777.45	211,116.40
Third quarter	2,545,609.16	2,181,056.33	1,994,702.00	176,950.00	9,404.33	364,552.83	229,254.73	135,298.10
Fourth quarter	2,366,080.77	2,102,566.60	1,925,176.07	169,531.28	7,859.25	263,514.17	230,534.68	32,979.49
Mississippi:								
Total, fiscal year 1936–37	521,344.74	426,864.86	426,864.86	(5)	(5)	94,479.88	94,479.88	
Total, fiscal year 1937–38	714,629.40	425,097.82	425,097.82	(5)	(5)	289,531.58	188,984.33	100,547.25
First quarter	118,909.57	88,304.63	88,304.63	(5)	(5)	30,604.94	30,604.94	
Second quarter	179,188.18	111,114.69	111,114.69	(5)	(5)	68,073.49	33,258.27	34,815.22
Third quarter	199,743.60	112,401.06	112,401.06	(5)	(5)	87,342.54	52,295.87	35,046.67
Fourth quarter	216,788.05	113,277.44	113,277.44	(5)	(5)	103,510.61	72,825.25	30,685.36

Missouri:								
Total, fiscal year 1936–37	4,496,876.32	4,496,667.99	4,496,667.99	(5)	(5)	208.33	208.33	
Total, fiscal year 1937–38	6,461,846.84	6,210,651.82	5,983,851.82	226,800.00	(5)	251,195.02	251,195.02	
First quarter	1,825,870.00	1,771,875.00	1,771,875.00	(5)	(5)	53,995.00	53,995.00	
Second quarter	498,833.80	445,324.50	433,324.50	12,000.00	(5)	53,509.30	53,509.30	
Third quarter	1,990,555.05	1,937,343.00	1,841,343.00	96,000.00	(5)	53,212.05	53,212.05	
Fourth quarter	2,146,587.99	2,056,109.32	1,937,309.32	118,800.00	(5)	90,478.67	90,478 67	
Montana:								
Total, fiscal year 1936–37	1,043,009.29	1,021,739.99	946,839.99	74,900.00	(5)	21,269.30	21,269.30	
Total, fiscal year 1937–38	1,695,152.35	1,586,331.86	1,435,155.49	140,938.87	10,237.50	108,820.49	108,820.49	
First quarter	417,852.95	391,431.55	359,493.75	31,937.80	(5)	26,421.40	26,421.40	
Second quarter	354,215.50	327,826.01	327,826.01	0	(5)	26,389.49	26,389.49	
Third quarter	440,058.68	407,930.35	350,625.98	51,004.37	6,300.00	32,128.33	32,128.33	
Fourth quarter	483,025.22	459,143.95	397,209.75	57,996.70	3,937.50	23,881.27	23,881.27	
Nebraska:								
Total, fiscal year 1936–37	3,066,156.75	3,039,972.85	2,823,862.00	156,080.32	60,030.53	26,183.90	26,183.90	
Total, fiscal year 1937–38	2,712,606.82	2,624,325.33	2,092,776.60	476,545.17	55,003.56	88,281.49	88,281.49	
First quarter	601,116.53	560,778.41	400,602.01	151,379.36	8,797.04	40,338.12	40,338.12	
Second quarter	646,863.38	635,437.94	443,679.74	182,017.58	9,740.62	11,425.44	11,425.44	
Third quarter	764,677.70	751,134.69	625,597.86	106,077.16	19,459.67	13,543.01	13,543.01	
Fourth quarter	699,949.21	676,974.29	622,896.99	37,071.07	17,006.23	22,974.92	22,974.92	
Nevada:								
Total, fiscal year 1936–37	10,640.46	(5)	(5)	(5)	(5)	10,640.46	10,640.46	
Total, fiscal year 1937–38	346,481.98	236,561.17	236,561.17	(5)	(5)	109,920.81	109,920.81	
First quarter	49,684.24	15,750.00	15,750.00	(5)	(5)	33,934.24	33,934.24	
Second quarter	131,047.92	91,350.00	91,350.00	(5)	(5)	39,697.92	39,697.92	
Third quarter	99,704.30	83,471.63	83,471.63	(5)	(5)	16,232.67	16,232.67	
Fourth quarter	66,045.52	45,989.54	45,989.54	(5)	(5)	20,055.98	20,055.98	
New Hampshire:								
Total, fiscal year 1936–37	681,530.98	491,531.76	402,838.23	51,852.43	36,841.10	189,999.22	189,999.22	
Total, fiscal year 1937–38	1,005,152.02	614,266.80	521,245.15	54,969.79	38,051.86	390,885.22	268,969.22	121,916.00
First quarter	236,092.47	162,377.86	141,573.03	13,283.75	7,521.08	73,714.61	51,629.34	22,085.27
Second quarter	261,410.67	152,708.14	127,628.16	14,083.33	10,996.65	108,702.53	75,667.62	33,034.91
Third quarter	251,429.82	142,341.01	118,152.36	13,790.86	10,397.79	109,088.81	74,122.43	34,966.38
Fourth quarter	256,219.06	156,839.79	133,891.60	13,811.85	9,136.34	99,379.27	67,549.83	31,829.44
New Jersey:								
Total, fiscal year 1936–37	4,147,499.13	3,830,506.15	2,516,116.81	1,247,556.37	66,832.97	316,992.98	316,992.98	
Total, fiscal year 1937–38	4,365,002.37	3,843,888.38	2,619,497.72	1,152,432.30	71,958.36	521,113.99	521,113.99	

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified[1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified[1] for direct assistance and administration of public assistance[2]				Advances certified[1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services[3]
New Jersey—Continued.								
First quarter	$732,139.78	$652,313.77	$451,178.81	$185,232.86	$15,902.10	$79,826.01	$79,826.01	----------
Second quarter	1,083,400.37	974,051.32	640,503.96	317,320.90	16,226.46	109,349.05	109,349.05	----------
Third quarter	1,206,179.50	1,061,327.27	736,393.02	305,599.90	19,334.35	144,852.23	144,852.23	----------
Fourth quarter	1,343,282.72	1,156,196.02	791,421.93	344,278.64	20,495.45	187,086.70	187,086.70	----------
New Mexico:								
Total, fiscal year 1936–37	290,460.40	245,772.45	171,722.87	73,953.57	96.01	44,687.95	44,687.95	----------
Total, fiscal year 1937–38	483,286.03	434,361.25	273,658.34	142,147.93	18,554.98	48,924.78	48,924.78	----------
First quarter	109,272.03	97,247.57	62,005.52	31,168.35	4,073.70	12,024.46	12,024.46	----------
Second quarter	103,429.56	91,309.28	58,109.91	29,284.93	3,914.44	12,120.28	12,120.28	----------
Third quarter	126,833.53	114,562.82	71,830.04	37,571.66	5,161.12	12,270.71	12,270.71	----------
Fourth quarter	143,750.91	131,241.58	81,712.87	44,122.99	5,405.72	12,509.33	12,509.33	----------
New York:								
Total, fiscal year 1936–37	12,217,919.40	10,668,389.84	9,882,021.93	682,395.06	103,972.85	1,549,529.56	1,549,529.56	----------
Total, fiscal year 1937–38	25,117,633.56	18,122,671.02	14,092,846.64	3,734,697.32	295,127.06	6,994,962.54	3,658,547.92	$3,336,414.62
First quarter	5,673,590.31	4,582,940.80	3,331,293.00	1,110,654.89	140,992.91	1,090,649.51	546,902.44	543,747.07
Second quarter	6,190,328.24	4,335,914.01	3,437,915.79	826,808.15	71,190.07	1,854,414.23	896,038.83	958,375.40
Third quarter	6,533,838.44	4,270,870.17	3,677,861.57	554,320.90	38,687.70	2,262,968.27	1,110,747.07	1,152,221.20
Fourth quarter	6,719,876.57	4,932,946.04	3,645,776.28	1,242,913.38	44,256.38	1,786,930.53	1,104,859.58	682,070.95
North Carolina:								
Total, fiscal year 1936–37	144,146.29	(5)	(5)	(5)	(5)	144,146.29	144,146.29	----------
Total, fiscal year 1937–38	2,804,459.39	1,684,354.74	1,190,088.87	340,369.66	153,896.21	1,120,104.65	740,798.10	379,306.55
First quarter	484,895.29	360,493.33	236,250.00	88,333.33	35,910.00	124,401.96	63,036.46	61,365.50
Second quarter	698,153.82	413,675.89	283,500.00	82,888.88	47,287.01	284,477.93	152,424.93	132,053.00
Third quarter	695,019.68	331,152.54	250,701.28	52,104.09	28,347.17	363,867.14	251,753.30	112,113.84
Fourth quarter	926,390.60	579,032.98	419,637.59	117,043.36	42,352.03	347,357.62	273,583.41	73,774.21
North Dakota:								
Total, fiscal year 1936–37	593,573.30	558,316.91	531,264.83	9,333.33	17,718.75	35,256.39	35,256.39	----------
Total, fiscal year 1937–38	910,976.90	804,549.14	699,666.47	104,882.67	[4] 0	106,427.76	106,427.76	----------

First quarter	247,651.22	207,485.76	127,485.76	80,000.00	[4] 0	40,165.46	40,165.46	----------
Second quarter	244,472.30	221,678.92	196,796.25	24,882.67	[4] 0	22,793.38	22,793.38	----------
Third quarter	204,867.73	182,885.33	182,885.33	[4] 0	[4] 0	21,982.40	21,982.40	----------
Fourth quarter	213,985.65	192,499.13	192,499.13	[4] 0	[4] 0	21,486.52	21,486.52	----------
Ohio:								
Total, fiscal year 1936–37	16,473,889.42	16,148,477.12	14,620,480.04	1,151,022.38	376,974.70	325,412.30	325,412.30	----------
Total, fiscal year 1937–38	16,100,845.75	15,618,407.52	13,859,183.04	1,349,535.09	409,689.39	482,438.23	482,438.23	----------
First quarter	3,668,907.05	3,638,228.94	3,353,833.61	203,455.56	80,939.77	30,678.11	30,678.11	----------
Second quarter	4,007,182.34	3,922,356.72	3,493,057.98	325,367.33	103,931.41	84,825.62	84,825.62	----------
Third quarter	4,023,017.16	3,843,585.61	3,348,257.33	387,564.07	107,764.21	179,431.55	179,431.55	----------
Fourth quarter	4,401,739.20	4,214,236.25	3,664,034.12	433,148.13	117,054.00	187,502.95	187,502.95	----------
Oklahoma:								
Total, fiscal year 1936–37	4,179,307.95	4,039,288.74	3,666,522.34	296,410.40	76,356.00	140,019.21	140,019.21	----------
Total, fiscal year 1937–38	6,852,187.54	6,648,511.34	5,870,516.30	655,024.13	122,970.91	203,676.20	203,676.20	----------
First quarter	1,880,464.54	1,841,572.97	1,652,046.38	176,259.31	13,267.28	38,891.57	38,891.57	----------
Second quarter	2,119,224.99	2,069,907.45	1,784,671.88	231,892.94	53,342.63	49,317.54	49,317.54	----------
Third quarter	1,485,221.04	1,429,079.41	1,198,335.08	188,451.91	42,292.42	56,141.63	56,141.63	----------
Fourth quarter	1,367,276.97	1,307,951.51	1,235,462.96	58,419.97	14,068.58	59,325.46	59,325.46	----------
Oregon:								
Total, fiscal year 1936–37	1,789,895.52	1,682,791.18	1,613,255.63	23,000.00	46,535.55	107,104.34	107,104.34	----------
Total, fiscal year 1937–38	2,846,405.46	2,147,761.76	1,929,895.11	153,325.84	64,540.81	698,643.70	542,876.78	155,766.92
First quarter	591,883.33	537,624.81	421,231.46	104,650.00	11,743.35	54,258.52	36,651.77	17,606.75
Second quarter	612,411.27	445,220.95	393,169.20	36,263.04	15,788.71	167,190.32	125,911.61	41,278.71
Third quarter	793,668.35	522,133.30	505,309.62	----------	16,823.68	271,535.05	217,283.60	54,251.45
Fourth quarter	848,442.51	642,782.70	610,184.83	12,412.80	20,185.07	205,659.81	163,029.80	42,630.01
Pennsylvania:								
Total, fiscal year 1936–37	13,118,952.89	11,997,457.20	8,735,982.86	1,520,448.92	1,741,025.42	1,121,495.69	1,121,495.69	----------
Total, fiscal year 1937–38	23,352,636.58	16,462,512.40	12,880,515.56	2,609,003.62	972,993.22	6,890,124.18	4,210,850.21	2,679,273.97
First quarter	5,309,864.25	4,239,422.04	3,123,916.57	640,965.01	474,540.46	1,070,442.21	683,816.66	386,625.55
Second quarter	6,313,196.57	4,482,824.80	3,321,075.76	663,296.28	498,452.76	1,830,371.77	877,633.48	952,738.29
Third quarter	6,144,914.68	3,742,940.56	3,142,198.23	600,742.33	[7]	2,401,974.12	1,560,570.83	841,403.29
Fourth quarter	5,584,661.08	3,997,325.00	3,293,325.00	704,000.00	[7]	1,587,336.08	1,088,829.24	498,506.84
Rhode Island:								
Total, fiscal year 1936–37	583,161.41	443,885.36	370,210.05	73,675.31	[5]	139,276.05	139,276.05	----------
Total, fiscal year 1937–38	1,501,514.47	771,214.68	643,905.67	127,309.01	[5]	730,299.79	592,563.71	137,736.08

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified[1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified[1] for direct assistance and administration of public assistance[2]				Advances certified[1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services[3]
Rhode Island—Continued.								
First quarter	$240,965.02	$161,934.35	$136,981.16	$24,953.19	(5)	$79,030.67	$45,098.48	$33,932.19
Second quarter	342,756.91	182,265.11	148,918.08	33,347.03	(5)	160,491.80	84,557.82	75,933.98
Third quarter	431,793.05	201,435.14	169,760.85	31,674.29	(5)	230,357.91	216,571.22	13,786.69
Fourth quarter	485,999.49	225,580.08	188,245.58	37,334.50	(5)	260,419.41	246,336.19	14,083.22
South Carolina:								
Total, fiscal year 1936–37	110,441.04	(5)	(5)	(5)	(5)	110,441.04	110,441.04	
Total, fiscal year 1937–38	1,354,768.34	1,010,795.01	828,289.67	138,715.01	$43,790.33	343,973.33	269,370.54	74,602.79
First quarter	169,904.85	135,700.00	100,800.00	26,500.00	8,400.00	34,204.85	34,204.85	
Second quarter	242,350.73	176,375.00	118,125.00	42,500.00	15,750.00	65,975.73	65,975.73	
Third quarter	300,036.78	197,282.95	169,794.77	21,268.79	6,219.39	102,753.83	77,159.66	25,594.17
Fourth quarter	642,475.98	501,437.06	439,569.90	48,446.22	13,420.94	141,038.92	92,030.30	49,008.62
South Dakota:								
Total, fiscal year 1936–37	909,852.75	824,786.74	824,786.74	(5)	(5)	85,066.01	85,066.01	
Total, fiscal year 1937–38	1,367,404.25	1,308,479.20	1,300,604.20	(5)	7,875.00	58,925.05	58,925.05	
First quarter	160,642.86	150,164.38	150,164.38	(5)	(5)	10,478.48	10,478.48	
Second quarter	387,143.24	369,140.63	369,140.63	(5)	(5)	18,002.61	18,002.61	
Third quarter	377,256.93	362,293.51	359,143.51	(5)	3,150.00	14,963.42	14,963.42	
Fourth quarter	442,361.22	426,880.68	422,155.68	(5)	4,725.00	15,480.54	15,480.54	
Tennessee:								
Total, fiscal year 1936–37	121,961.12	(5)	(5)	(5)	(5)	121,961.12	121,961.12	
Total, fiscal year 1937–38	2,311,855.16	1,706,809.40	1,087,829.21	566,961.94	52,018.25	605,045.76	344,153.26	260,892.50
First quarter	633,112.05	613,790.66	399,582.13	192,332.25	21,876.28	19,321.39	7,193.67	12,127.72
Second quarter	524,302.22	409,991.49	250,398.98	146,741.56	12,850.95	114,310.73	37,981.51	76,329.22
Third quarter	302,449.84	47,467.76	[4] 0	47,467.76	[4] 0	254,982.08	142,305.41	112,676.67
Fourth quarter	851,991.05	635,559.49	437,848.10	180,420.37	17,291.02	216,431.56	156,672.67	59,758.89

Texas:								
Total, fiscal year 1936–37	9,966,153.67	9,720,757.73	9,720,757.73	(5)	(5)	245,395.94	245,395.94	----------
Total, fiscal year 1937–38	11,301,388.54	9,375,656.70	9,375,656.70	(5)	(5)	1,925,731.84	750,590.74	1,175,141.10
First quarter	2,833,741.65	2,550,672.46	2,550,672.46	(5)	(5)	283,069.19	70,667.23	212,401.96
Second quarter	3,181,519.89	2,460,646.91	2,460,646.91	(5)	(5)	720,872.98	230,425.41	490,447.57
Third quarter	2,873,175.77	2,151,946.12	2,151,946.12	(5)	(5)	721,229.65	248,938.08	472,291.57
Fourth quarter	2,412,951.23	2,212,391.21	2,212,391.21	(5)	(5)	200,560.02	200,560.02	----------
Utah:								
Total, fiscal year 1936–37	975,063.85	854,628.28	589,154.53	243,064.05	22,409.70	120,435.57	120,435.57	----------
Total, fiscal year 1937–38	2,425,222.38	2,170,642.83	1,799,537.64	331,695.54	39,409.65	254,579.55	183,505.44	71,074.11
First quarter	429,321.87	411,574.01	322,157.06	78,837.15	10,579.80	17,747.86	17,747.86	----------
Second quarter	575,871.61	503,963.28	418,855.24	76,408.79	8,699.25	71,908.33	43,409.67	28,498.66
Third quarter	684,389.62	591,414.86	500,768.50	81,604.81	9,041.55	92,974.76	68,197.16	24,777.60
Fourth quarter	735,639.28	663,690.68	557,756.84	94,844.79	11,089.05	71,948.60	54,150.75	17,797.85
Vermont:								
Total, fiscal year 1936–37	405,899.79	355,659.47	317,103.62	28,082.81	10,473.04	50,240.32	50,240.32	----------
Total, fiscal year 1937–38	717,751.91	471,497.45	424,759.40	30,969.92	15,768.13	246,254.46	164,759.29	81,495.17
First quarter	142,964.75	121,540.04	108,649.54	8,954.06	3,946.44	21,424.71	7,091.14	14,333.57
Second quarter	154,494.98	97,886.09	85,413.30	8,603.27	3,869.52	56,608.89	35,590.40	21,018.49
Third quarter	200,382.51	114,611.77	103,352.03	6,930.33	4,329.41	85,770.74	61,397.44	24,373.30
Fourth quarter	219,909.67	137,459.55	127,344.53	6,492.26	3,622.76	82,450.12	60,680.31	21,769.81
Virginia:								
Total, fiscal year 1936–37	114,699.49	(5)	(5)	(5)	(5)	114,699.49	114,699.49	----------
Total, fiscal year 1937–38	724,050.11	(5)	(5)	(5)	(5)	724,050.11	496,073.05	227,977.06
First quarter	83,638.75	(5)	(5)	(5)	(5)	83,638.75	60,662.61	22,976.14
Second quarter	188,319.89	(5)	(5)	(5)	(5)	188,319.89	107,141.80	81,178.09
Third quarter	248,764.26	(5)	(5)	(5)	(5)	248,764.26	159,416.42	89,347.84
Fourth quarter	203,327.21	(5)	(5)	(5)	(5)	203,327.21	168,852.22	34,474.99
Washington:								
Total, fiscal year 1936–37	4,342,965.64	4,313,281.50	3,493,301.24	699,593.19	120,387.07	29,684.14	29,684.14	----------
Total, fiscal year 1937–38	6,326,561.66	6,184,059.64	5,148,651.64	863,784.24	171,623.76	142,502.02	142,502.02	----------
First quarter	1,352,477.32	1,323,232.27	1,070,658.23	209,027.18	43,546.86	29,245.05	29,245.05	----------
Second quarter	1,546,622.90	1,509,095.22	1,238,566.08	231,730.33	38,798.81	37,527.68	37,527.68	----------
Third quarter	1,659,175.12	1,625,712.20	1,353,549.23	231,569.44	40,593.53	33,462.92	33,462.92	----------
Fourth quarter	1,768,286.32	1,726,019.95	1,485,878.10	191,457.29	48,684.56	42,266.37	42,266.37	----------
West Virginia:								
Total, fiscal year 1936–37	1,094,488.37	986,787.69	732,866.50	216,121.19	37,800.00	107,700.68	107,700.68	----------
Total, fiscal year 1937–38	3,123,726.84	2,241,598.70	1,737,050.39	436,593.94	67,954.37	882,128.14	588,358.28	293,769.86

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified[1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified[1] for direct assistance and administration of public assistance[2]				Advances certified[1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services[3]
West Virginia—Continued.								
First quarter	$647,216.61	$576,472.62	$448,875.00	$121,000.00	$6,597.62	$70,743.99	$35,311.72	$35,432.27
Second quarter	635,709.48	490,550.21	442,446.32	28,366.52	19,737.37	145,159.27	60,627.88	84,531.39
Third quarter	948,274.53	605,791.89	444,844.84	140,007.42	20,939.63	342,482.64	241,836.96	100,645.68
Fourth quarter	892,526.22	568,783.98	400,884.23	147,220.00	20,679.75	323,742.24	250,581.72	73,160.52
Wisconsin:								
Total, fiscal year 1936–37	6,089,241.30	5,423,841.13	4,225,556.53	910,976.11	287,308.49	665,400.17	665,400.17	
Total, fiscal year 1937–38	6,899,024.80	5,704,260.90	4,444,745.68	1,007,202.30	252,312.92	1,194,763.90	733,369.64	461,394.26
First quarter	1,677,868.67	1,401,507.35	1,077,007.50	260,611.15	63,888.70	276,361.32	164,771.25	111,590.07
Second quarter	1,688,320.23	1,410,543.46	1,110,165.75	240,037.43	60,340.28	277,776.77	173,636.62	104,140.15
Third quarter	1,724,227.13	1,389,741.65	1,095,623.58	232,150.10	61,967.97	334,485.48	212,656.78	121,828.70
Fourth quarter	1,808,608.77	1,502,468.44	1,161,948.85	274,403.62	66,115.97	306,140.33	182,304.99	123,835.34
Wyoming:								
Total, fiscal year 1936–37	473,884.77	454,082.98	340,931.35	79,411.66	33,739.97	19,801.79	19,801.79	
Total, fiscal year 1937–38	596,001.18	507,468.13	393,826.09	83,157.67	30,484.37	88,533.05	88,533.05	
First quarter	161,658.99	139,215.77	106,312.50	23,795.83	9,107.44	22,443.22	22,443.22	
Second quarter	146,687.32	126,827.05	98,754.34	20,475.33	7,597.38	19,860.27	19,860.27	
Third quarter	141,787.56	117,604.93	91,771.87	19,205.32	6,627.74	24,182.63	24,182.63	
Fourth quarter	145,867.31	123,820.38	96,987.38	19,681.19	7,151.81	22,046.93	22,046.93	

[1] Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation, which is not necessarily the period in which the certification is made. For this reason data in this table are not comparable to those in table A–4 reporting grants to the States on the basis of checks issued during a given period by the Treasury Department.

[2] These data are not comparable to those in the tables of appendix D showing the amount of obligations incurred for payments to recipients, which include payments from Federal, State, and local funds and exclude administrative expense.

[3] Advances certified by the Social Security Board for State employment service administration to meet the requirements of the unemployment compensation program; these data do not include Federal grants by the U. S. Employment Service under the Wagner-Peyser Act or State or local appropriations to the employment service. As of June 30, 1938, grants for employment service administration had been made to 28 States in which benefits were payable or were soon to become payable.

[4] Sufficient Federal funds were carried over from preceding quarters.

[5] No plan approved by the Social Security Board.

[6] Although Connecticut had an approved plan for aid to the blind, Federal funds have not been requested since July 1, 1936.

[7] Approved plan expired Dec. 31, 1937.

Table A–6.—Federal tax collections under titles VIII and IX of the Social Security Act, by internal revenue collection districts, for the fiscal years 1936–37 and 1937–38 and cumulative collections to June 30, 1938 [1]

Internal revenue collection districts in—	Collections in the fiscal year 1936–37			Collections in the fiscal year 1937–38			Cumulative collections to June 30, 1938		
	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]
All States	$256,181,188.05	$198,341,332.26	$57,839,855.79	$600,677,983.57	$510,550,641.58	$90,127,341.99	$856,859,171.62	$708,891,973.84	$147,967,197.78
Alabama	1,648,106.75	1,420,262.82	227,843.93	4,149,851.81	3,646,554.50	503,297.31	5,797,958.56	5,066,817.32	731,141.24
Arizona	412,738.18	366,770.36	45,967.82	988,449.21	898,559.12	89,890.09	1,401,187.39	1,265,329.48	135,857.91
Arkansas	885,598.13	508,764.25	376,833.88	1,669,166.67	1,373,307.02	295,859.65	2,554,764.80	1,882,071.27	672,693.53
California (2 districts)	13,310,042.44	11,423,002.69	1,887,039.75	34,706,807.20	30,970,530.35	3,736,276.85	48,016,849.64	42,393,533.04	5,623,316.60
Colorado	1,283,808.19	1,108,834.09	174,974.10	3,505,135.35	3,137,544.96	367,590.39	4,788,943.54	4,246,379.05	542,564.49
Connecticut	4,797,376.33	4,103,110.08	694,266.25	11,456,533.91	10,019,237.74	1,437,296.17	16,253,910.24	14,122,347.82	2,131,562.42
Delaware	1,598,730.51	1,129,815.69	468,914.82	3,407,912.17	2,840,297.18	567,614.99	5,006,642.68	3,970,112.87	1,036,529.81
Florida	2,360,944.61	1,397,995.17	962,949.44	4,027,882.72	3,288,257.37	739,625.35	6,388,827.33	4,686,252.54	1,702,574.79
Georgia	3,429,319.67	1,975,150.44	1,454,169.23	5,937,945.14	4,674,333.68	1,263,611.46	9,367,264.81	6,649,484.12	2,717,780.69
Hawaii	702,251.55	381,256.56	320,994.99	1,203,122.66	973,573.62	229,549.04	1,905,374.21	1,354,830.18	550,544.03
Idaho	391,548.28	340,522.76	51,025.52	1,063,077.62	964,175.26	98,902.36	1,454,625.90	1,304,698.02	149,927.88
Illinois (2 districts)	32,294,670.85	18,976,173.39	13,318,497.46	61,001,797.78	47,840,044.69	13,161,753.09	93,296,468.63	66,816,218.08	26,480,250.55
Indiana	4,151,905.87	3,632,604.16	519,301.71	10,020,858.35	8,927,073.85	1,093,784.50	14,172,764.22	12,559,678.01	1,613,086.21
Iowa	1,954,364.99	1,644,849.86	309,515.13	5,009,326.50	4,510,914.17	498,412.33	6,963,691.49	6,155,764.03	807,927.46
Kansas	1,740,464.95	932,897.73	807,567.22	3,192,072.20	2,429,970.29	762,101.91	4,932,537.15	3,362,868.02	1,569,669.13
Kentucky	1,822,226.03	1,449,167.72	373,058.31	4,573,347.72	3,884,284.47	689,063.25	6,395,573.75	5,333,452.19	1,062,121.56
Louisiana	1,591,879.67	1,366,447.04	225,432.63	4,152,059.44	3,687,590.59	464,468.85	5,743,939.11	5,054,037.63	689,901.48
Maine	889,814.15	785,731.57	104,082.58	2,342,022.85	2,099,183.46	242,839.39	3,231,837.00	2,884,915.03	346,921.97
Maryland (including District of Columbia)	4,170,696.15	3,421,795.87	748,900.28	10,357,106.41	8,813,300.97	1,543,805.44	14,527,802.56	12,235,096.84	2,292,705.72
Massachusetts	10,919,249.61	9,355,585.06	1,563,664.55	26,044,367.27	22,882,770.58	3,161,596.69	36,963,616.88	32,238,355.64	4,725,261.24
Michigan	14,114,441.61	12,352,586.28	1,761,855.33	36,955,636.22	33,022,964.43	3,932,671.79	51,070,077.83	45,375,550.71	5,694,527.12
Minnesota	3,702,531.72	2,789,669.39	912,862.33	8,999,469.52	7,615,678.81	1,383,790.71	12,702,001.24	10,405,348.20	2,296,653.04
Mississippi	479,329.79	426,452.85	52,876.94	1,356,138.45	1,233,200.90	122,937.55	1,835,468.24	1,659,653.75	175,814.49
Missouri (2 districts)	9,403,863.89	5,355,600.33	4,048,263.56	17,223,997.10	13,141,099.59	4,082,897.51	26,627,860.99	18,496,699.92	8,131,161.07
Montana	570,484.78	327,741.89	242,742.89	1,147,902.31	953,188.82	194,713.49	1,718,387.09	1,280,930.71	437,456.38
Nebraska	1,663,585.71	855,482.67	808,103.04	3,185,170.33	2,412,163.96	773,006.37	4,848,756.04	3,267,646.63	1,581,109.41
Nevada	409,784.40	286,590.18	123,194.22	697,550.85	586,004.53	111,546.32	1,107,335.25	872,594.71	234,740.54
New Hampshire	631,313.73	566,309.98	65,003.75	1,489,053.88	1,349,414.33	139,639.55	2,120,367.61	1,915,724.31	204,643.30
New Jersey (2 districts)	7,582,345.13	6,475,064.64	1,107,280.49	20,841,739.13	18,508,184.73	2,333,554.40	28,424,084.26	24,983,249.37	3,440,834.89

See footnotes at end of table.

Table A–6.—Federal tax collections under titles VIII and IX of the Social Security Act, by internal revenue collection districts, for the fiscal years 1936–37 and 1937–38 and cumulative collections to June 30, 1938 [1]—Continued

Internal revenue collection districts in—	Collections in the fiscal year 1936–37			Collections in the fiscal year 1937–38			Cumulative collections to June 30, 1938		
	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]
New Mexico	$215,331.83	$196,561.93	$18,769.90	$591,473.65	$547,400.61	$44,073.04	$806,805.48	$743,962.54	$62,842.94
New York (6 districts)	56,470,825.15	43,216,126.71	13,254,698.44	136,414,318.04	109,763,007.15	26,651,310.89	192,885,143.19	152,979,133.86	39,906,009.33
North Carolina	2,649,571.14	2,281,172.35	368,398.79	6,599,357.76	5,856,762.51	742,595.25	9,248,928.90	8,137,934.86	1,110,994.04
North Dakota	276,345.53	166,463.70	109,881.83	508,876.83	445,603.31	63,273.52	785,222.36	612,067.01	173,155.35
Ohio (4 districts)	16,615,483.08	14,362,029.28	2,253,453.80	39,975,045.94	35,265,038.42	4,710,007.52	56,590,529.02	49,627,067.70	6,963,461.32
Oklahoma	2,157,316.18	1,783,716.86	373,599.32	5,643,550.21	5,049,012.64	594,537.57	7,800,866.39	6,832,729.50	968,136.89
Oregon	1,402,585.25	1,194,038.93	208,546.32	3,697,557.68	3,304,231.70	393,325.98	5,100,142.93	4,498,270.63	601,872.30
Pennsylvania (3 districts)	23,455,249.57	20,407,203.58	3,048,045.99	57,629,115.88	51,119,741.44	6,509,374.44	81,084,365.45	71,526,945.02	9,557,420.43
Rhode Island	1,722,902.98	1,474,549.14	248,353.84	3,871,372.98	3,838,165.30	33,207.68	5,594,275.96	5,312,714.44	281,561.52
South Carolina	1,046,594.22	933,269.49	113,324.73	2,760,936.07	2,574,433.36	186,502.71	3,807,530.29	3,507,702.85	299,827.44
South Dakota	218,279.33	192,848.25	25,431.08	550,906.37	542,314.07	8,592.30	769,185.70	735,162.32	34,023.38
Tennessee	2,103,456.63	1,770,402.91	333,053.72	5,219,595.45	4,552,808.28	666,787.17	7,323,052.08	6,323,211.19	999,840.89
Texas (2 districts)	4,878,786.43	4,272,951.18	605,835.25	13,830,457.20	12,370,476.87	1,459,980.33	18,709,243.63	16,643,428.05	2,065,815.58
Utah	543,031.60	462,955.89	80,075.71	1,362,680.89	1,230,357.30	132,323.59	1,905,712.49	1,693,313.19	212,399.30
Vermont	385,151.03	337,595.78	47,555.25	955,332.10	849,650.20	105,681.90	1,340,483.13	1,187,245.98	153,237.15
Virginia	2,149,938.16	1,754,382.90	395,555.26	5,461,631.18	4,753,851.07	707,780.11	7,611,569.34	6,508,233.97	1,103,335.37
Washington (including Alaska)	3,856,594.16	2,105,545.69	1,751,048.47	7,354,615.26	6,015,338.13	1,339,277.13	11,211,209.42	8,120,883.82	3,090,325.60
West Virginia	2,049,879.73	1,830,008.07	219,871.66	5,107,488.26	4,583,606.78	523,881.48	7,157,367.99	6,413,614.85	743,753.14
Wisconsin	4,776,963.44	4,267,309.59	509,653.85	11,874,254.36	10,730,584.14	1,143,670.22	16,651,217.80	14,997,893.73	1,653,324.07
Wyoming	293,484.94	175,964.51	117,520.43	563,916.69	474,854.33	89,062.36	857,401.63	650,818.84	206,582.79

[1] These data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department. The amounts listed in this table represent collections made in the internal revenue collection districts which have been covered into the U. S. Treasury. An amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

[2] "Taxes with respect to employment." Effective Jan. 1, 1937, based on wages for employment as defined in sec. 811 of the Social Security Act, payable by both employer and employee.

[3] "Tax on employers of 8 or more." Effective Jan. 1, 1936, based on wages for employment as defined in sec. 907 of the Social Security Act, payable by employers only. The sums here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds in States having unemployment compensation laws certified for the taxable year by the Social Security Board. During part of the period to which these figures apply, employers were not able to claim these credits in some States whose unemployment compensation laws had not yet been certified by the Social Security Board.

SOURCE: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

Table A–7.—Unemployment trust fund: Amounts of contributions deposited, interest credited, withdrawals, and balances in the fund, by States, for the fiscal years 1936–37 and 1937–38

State	Contributions first collectible on pay rolls for [1]—	Fiscal year 1936–37					Fiscal year 1937–38			
		Balance as of June 30, 1936	Contributions deposited	Interest credited	Withdrawals	Balance as of June 30, 1937	Contributions deposited [2]	Interest credited	Withdrawals [3]	Balance as of June 30, 1938 [2]
Total		$18,949,421.44	$292,915,958.16	$2,737,181.92	$1,000,000.00	$313,602,561.52	$748,813,895.53	$15,172,022.11	$195,720,000.00	$881,868,479.16
Alabama	1936		4,888,360.65	23,392.47		4,911,753.12	6,627,909.79	184,428.43	4,250,000.00	7,474,091.34
Alaska	1937						498,958.23	3,623.36		502,581.59
Arizona	1936		925,857.13	4,927.52		930,784.65	1,815,356.24	39,169.71	1,200,000.00	1,585,310.60
Arkansas	1937						3,575,206.47	40,550.14		3,615,756.61
California	1936		27,666,400.00	242,944.34		27,909,344.34	63,495,000.00	1,470,081.18	12,200,000.00	80,674,425.52
Colorado	1936		2,295,233.60	14,709.81		2,309,943.41	4,035,587.42	109,492.72		6,455,023.55
Connecticut	1936		8,400,000.00	46,814.60		8,446,814.60	12,153,000.00	308,356.68	8,250,000.00	12,658,171.28
Delaware	1937						2,801,683.16	21,716.99		2,823,400.15
District of Columbia	1936	603,872.42	2,878,799.98	45,375.37		3,528,047.77	5,177,939.64	141,647.08	825,000.00	8,022,634.49
Florida	1937						6,995,820.77	57,707.18		7,053,527.95
Georgia	1937						10,767,192.82	91,905.17		10,859,097.99
Hawaii	1937						2,148,537.76	16,078.28		2,164,616.04
Idaho	1936		898,520.56	5,489.91		904,010.47	1,596,933.38	44,153.01		2,545,096.86
Illinois	1937						84,314,013.81	464,422.54		84,778,436.35
Indiana	1936	855,560.45	13,060,144.51	142,747.93		14,058,452.89	15,135,803.50	544,966.71	2,500,000.00	27,239,223.10
Iowa	1936		2,750,000.00	6,610.16		2,756,610.16	7,000,000.00	163,112.59		9,919,722.75
Kansas	1937						7,122,280.08	78,795.43		7,201,075.51
Kentucky	1936		2,500,000.00	10,459.81		2,510,459.81	10,682,000.00	219,047.99		13,411,507.80
Louisiana	1936		3,800,000.00	24,169.43		3,824,169.43	7,475,000.00	176,949.09	1,750,000.00	9,726,118.52
Maine	1936		1,850,000.00	10,889.88		1,860,889.88	3,050,000.00	72,428.21	2,700,000.00	2,283,318.09
Maryland	1936		3,000,000.00	16,919.51		3,016,919.51	9,800,000.00	181,963.59	6,300,000.00	6,698,883.10
Massachusetts	1936		18,700,000.00	169,145.19		18,869,145.19	39,300,000.00	888,931.07	15,000,000.00	44,058,076.26
Michigan	1936		13,040,000.00	91,614.88		13,131,614.88	47,986,260.15	915,648.11		62,033,523.14
Minnesota	1936		4,700,000.00	29,730.48		4,729,730.48	11,700,000.00	231,688.86	5,500,000.00	11,161,419.34
Mississippi	1936		1,134,382.09	12,200.04		1,146,582.13	2,107,596.67	53,114.26	650,000.00	2,657,293.06
Missouri	1937						24,094,668.20	148,029.36		24,242,697.56
Montana	1937						3,050,697.20	33,037.21		3,083,734.41
Nebraska	1937						4,801,135.90	37,823.51		4,838,959.41
Nevada	1937						1,028,946.31	12,084.56		1,041,030.87
New Hampshire	1936		2,282,616.84	17,521.71		2,300,138.55	3,054,871.43	86,463.48	2,070,000.00	3,371,473.46

See footnotes at end of table.

Table A–7.—Unemployment trust fund: Amounts of contributions deposited, interest credited, withdrawals, and balances in the fund, by States, for the fiscal years 1936–37 and 1937–38—Continued

State	Contributions first collectible on pay rolls for [1]—	Fiscal year 1936–37					Fiscal year 1937–38			
		Balance as of June 30, 1936	Contributions deposited	Interest credited	Withdrawals	Balance as of June 30, 1937	Contributions deposited [2]	Interest credited	Withdrawals [3]	Balance as of June 30, 1938 [3]
New Jersey	1936		$16,550,000.00	$85,414.88		$16,635,414.88	$27,176,000.00	$722,521.95		$44,533,936.83
New Mexico	1936		650,000.00	4,159.04		654,159.04	975,000.00	28,701.88		1,657,860.92
New York	1936	$6,007,838.09	50,000,000.00	655,336.55		56,663,174.64	90,800,000.00	2,184,506.42	$50,000,000.00	99,647,681.06
North Carolina	1936		5,520,000.00	32,855.72		5,552,855.72	8,255,000.00	206,067.64	5,575,000.00	8,438,923.36
North Dakota	1937						1,263,116.11	13,135.64		1,276,251.75
Ohio	1936		17,002,015.39	117,807.07		17,119,822.46	52,102,364.27	1,173,458.70		70,395,645.43
Oklahoma	1936		3,505,000.00	22,980.14		3,527,980.14	6,080,000.00	156,611.72		9,764,591.86
Oregon	1936		3,311,887.48	39,409.16		3,351,296.64	5,184,881.46	119,389.84	4,000,000.00	4,655,567.94
Pennsylvania	1936		37,780,000.00	224,190.67		38,004,190.67	65,522,000.00	1,527,735.83	38,500,000.00	66,553,926.50
Rhode Island	1936		4,467,827.46	37,769.97		4,505,597.43	7,207,179.25	155,046.86	6,800,000.00	5,067,823.54
South Carolina	1936		2,500,000.00	17,695.89		2,517,695.89	3,525,000.00	103,101.08		6,145,796.97
South Dakota	1936		470,000.00	3,367.73		473,367.73	870,000.00	23,672.77		1,367,040.50
Tennessee	1936		3,800,000.00	18,051.16		3,818,051.16	6,620,000.00	158,400.99	3,500,000.00	7,096,452.15
Texas	1936		10,585,000.00	73,749.45		10,658,749.45	18,810,000.00	462,744.10	4,200,000.00	25,731,493.55
Utah	1936		1,113,367.70	9,229.72		1,122,597.42	2,190,000.00	48,291.01	1,725,000.00	1,635,888.43
Vermont	1936		656,342.98	4,301.82		660,644.80	1,273,729.43	29,270.81	575,000.00	1,388,645.04
Virginia	1936		4,300,000.00	21,153.45		4,321,153.45	7,475,000.00	183,336.92	2,950,000.00	9,029,490.37
Washington	1937						12,975,602.61	134,744.43		13,110,347.04
West Virginia	1936		3,589,467.76	22,754.62		3,612,222.38	10,078,000.00	176,815.21	8,600,000.00	5,267,037.59
Wisconsin	1934	11,482,150.48	12,344,734.03	431,291.84	$1,000,000.00	23,258,176.35	15,406,155.72	709,282.27	6,100,000.00	33,273,614.34
Wyoming	1937						1,632,467.75	17,769.54		1,650,237.29

[1] Contributions payable under State unemployment compensation laws. Contributions from employers are collectible in all States; in addition, the following States required employee contributions on wages earned: Alabama, California, Kentucky, Louisiana, Massachusetts, New Jersey, Rhode Island.

[2] Includes $40,561,886.43 credited by the U. S. Treasury to the unemployment trust funds of 13 States and 2 Territories which had no unemployment compensation law in 1936 but which enacted in 1937 an approved unemployment compensation law. The amounts credited to State unemployment funds, with respect to employment in such States or Territories, during the calendar year 1936, were as follows: Alaska, $110,479.64; Arkansas, $699,581.18; Delaware, $676,683.16; Florida, $1,595,820.77; Georgia, $2,467,192.82; Hawaii, $449,022.95; Illinois, $20,814,013.81; Kansas, $1,689,044.96; Missouri, $6,394,668.20; Montana, $650,697.20; Nebraska, $1,330,835.90; Nevada, $177,659.37; North Dakota, $238,116.11; Washington, $2,925,602.61; Wyoming, $342,467.75.

[3] Represents withdrawals since Jan. 1, 1938, except in the case of Wisconsin, which had withdrawn $2,250,000 previous to that date.

SOURCE: Computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

Table A–8.—Old-age reserve account: Financial operations in connection with the account, by months, January 1937–June 1938

Month	Appropriation balance on first of month [1]	Transfers from appropriation to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for lump-sum payments to beneficiaries	Lump-sum payments to beneficiaries	Cash with disbursing officer at end of month
Fiscal year 1936–37:							
January	$265,000,000.00	$45,000,000		$45,000,000		$0.00	$0.00
February	220,000,000.00	45,100,000		45,000,000	$100,000.00	0	100,000.00
March	174,900,000.00	45,000,000		45,000,000		0	100,000.00
April	129,900,000.00	45,000,000		45,000,000		229.79	99,770.21
May	84,900,000.00	45,000,000		45,000,000		7,065.20	92,705.01
June	39,900,000.00	39,900,000	[2] $2,261,810.97	42,100,000		19,674.36	73,030.65
Fiscal year 1937–38:							
July	500,000,000.00	42,000,000	([2])	41,000,000	[3] 1,061,810.97	46,357.05	1,088,484.57
August	458,000,000.00	41,000,000		41,000,000		108,080.84	980,403.73
September	417,000,000.00	41,000,000		41,000,000		99,472.23	880,931.50
October	376,000,000.00	41,000,000		41,000,000		169,348.62	711,582.88
November	335,000,000.00	41,000,000		41,000,000		263,972.69	447,610.19
December	294,000,000.00	43,000,000		41,000,000	2,000,000.00	302,274.87	2,145,335.32
January	251,000,000.00	41,000,000		41,000,000		581,004.99	1,564,330.33
February	210,000,000.00	41,000,000		41,000,000		602,215.64	962,114.69
March	169,000,000.00	43,000,000		41,000,000	2,000,000.00	736,132.95	2,225,981.74
April	126,000,000.00	10,800,000		10,800,000	[3] −23.35	841,022.47	1,384,935.92
May	115,200,023.35	2,200,000		0	[3] 2,199,921.36	823,297.05	2,761,560.23
June	113,000,101.99	0	15,412,232.89	15,400,000	[3] −56.56	830,883.47	1,930,620.20
Cumulative to June 30, 1938	113,012,391.44	652,000,000	17,674,043.86	662,300,000	7,361,652.42	5,431,032.22	1,930,620.20

[1] On the books of the Bookkeeping and Warrants Division of the Treasury Department. $265,000,000 appropriated to old-age reserve account for fiscal year 1936–37, and $500,000,000 for fiscal year 1937–38. See footnote 3 for explanation of additions to appropriation.

[2] $61,810.97 of the interest earned during the first 6 months was held as an appropriation balance until July 1937, at which time it was transferred to the disbursing officer.

[3] Collections of improper payments made to claimants have been deducted and transferred to the appropriation.

SOURCE: Computed from data furnished by Daily Treasury Statements.

·B·

OLD-AGE INSURANCE

The Federal Old-Age Benefits Schedule of the Social Security Act

Beginning January 1, 1942, every worker 65 years of age and over who has been engaged in included employment after 1936 will be entitled to receive monthly old-age benefits from the Federal Government upon retirement from regular employment if the total of his wages from such employment after December 31, 1936, and before he reaches age 65, was not less than $2,000 and if such wages were for employment in any part of a day in at least 5 different calendar years after December 31, 1936, and before age 65. "Wages" does not include any amount in excess of $3,000 paid the individual by an employer with respect to employment performed during a calendar year. The amount of monthly benefit to which an eligible individual is entitled is computed as follows: one-half of 1 percent of the first $3,000 of total wages from covered employment performed after December 31, 1936, and before the individual attained the age of 65, plus one-twelfth of 1 percent of the next $42,000 of his total wages, plus one twenty-fourth of 1 percent of any amount by which his total wages exceed $45,000. The maximum monthly benefit is set at $85, the minimum at $10. If a worker dies after he has become eligible for Federal monthly benefits, any difference which may remain after the total of the monthly benefits which he has received is subtracted from 3½ percent of his total wages will be paid to his estate.

Beginning January 1, 1937, two types of lump-sum payments became due, and since that time claims have been received and paid. These two are payments to the estates of deceased employees and lump-sum benefits paid at age 65. Each is computed as 3½ percent of wages received in included employment after December 31, 1936, and before the age of 65.

Table B–1 illustrates the amounts of monthly and lump-sum benefits payable in relation to total "wages."

Table B–1.—Old-age insurance: Illustrative Federal old-age insurance payments in the form of monthly benefits [1] or lump-sum payments [2] in relation to total wages [3]

Total wages [3]	Percent of total wages payable as monthly benefit			Total amount of monthly benefit [1]	Lump-sum payment [2] (3½ percent of total wages)
	½ of 1 percent of the first $3,000	1/12 of 1 percent of next $42,000	1/24 of 1 percent of all over $45,000		
$2,000	$10.00			$10.00	$70.00
$2,500	12.50			12.50	87.50
$3,000	15.00			15.00	105.00
$3,500	15.00	$0.42		15.42	122.50
$4,000	15.00	.83		15.83	140.00
$4,500	15.00	1.25		16.25	157.50
$5,000	15.00	1.67		16.67	175.00
$10,000	15.00	5.83		20.83	350.00
$15,000	15.00	10.00		25.00	525.00
$20,000	15.00	14.17		29.17	700.00
$25,000	15.00	18.33		33.33	875.00
$30,000	15.00	22.50		37.50	1,050.00
$35,000	15.00	26.67		41.67	1,225.00
$40,000	15.00	30.83		45.83	1,400.00
$45,000	15.00	35.00		50.00	1,575.00
$50,000	15.00	35.00	$2.08	52.08	1,750.00
$60,000	15.00	35.00	6.25	56.25	2,100.00
$70,000	15.00	35.00	10.42	60.42	2,450.00
$80,000	15.00	35.00	14.58	64.58	2,800.00
$90,000	15.00	35.00	18.75	68.75	3,150.00
$100,000	15.00	35.00	22.92	72.92	3,500.00
$110,000	15.00	35.00	27.08	77.08	3,850.00
$120,000	15.00	35.00	31.25	81.25	4,200.00
$129,000	15.00	35.00	35.00	[4] 85.00	[5] 4,515.00

[1] Monthly benefits will be payable, beginning Jan. 1, 1942, to workers at age 65 or over who (1) have been engaged in employments covered by title II of the Social Security Act, (2) have retired from regular employment, and (3) have received total wages, as defined in the act, amounting to not less than $2,000 for employment in any part of a day in at least 5 different calendar years after Dec. 31, 1936, and before reaching age 65.

[2] Lump-sum payments are made, beginning Jan. 1, 1937, (1) to workers at age 65 who have been engaged in employments covered by title II of the Social Security Act if their total wages from covered employment after Dec. 31, 1936, and before reaching age 65 amount to less than $2,000 or if their total wages have not been received for work in covered employment in at least 5 different calendar years; and (2) to the estates of workers who die before receiving the benefits to which their total wages entitle them.

[3] Not counting that portion of wages in excess of $3,000 a year from any 1 employer.

[4] Maximum monthly benefit.

[5] No maximum is set for lump-sum payments.

Field Offices, by Regions and by States, as of June 30, 1938

REGION I:

CONNECTICUT:
- Bridgeport
- Hartford
- New Haven
- New London [1]
- Waterbury
- Willimantic [1]

MAINE:
- Augusta [1]
- Bangor
- Portland

MASSACHUSETTS:
- Boston (2)
- Brockton [1]
- Cambridge
- Fall River
- Fitchburg [1]
- Lawrence [1]
- Lowell
- Lynn
- New Bedford
- Pittsfield
- Springfield
- Worcester

NEW HAMPSHIRE:
- Berlin [1]
- Concord
- Manchester
- Portsmouth

RHODE ISLAND:
- Pawtucket
- Providence
- Woonsocket

VERMONT:
- Burlington
- Montpelier [1]
- Rutland [1]

REGION II:

NEW YORK:
- Albany
- Binghamton
- Buffalo
- Elmira [1]
- Jamestown
- Kingston
- Newburgh [1]
- New York (3)
- New York (Brooklyn)
- New York (Harlem) [1]
- New York (Jamaica) [1]
- New York (Long Island City) [1]
- Niagara Falls [1]
- Ogdensburg [1]
- Rochester
- Schenectady
- Syracuse
- Utica
- Yonkers [1]

REGION III:

DELAWARE:
- Wilmington

NEW JERSEY:
- Atlantic City [1]
- Bayonne [1]
- Camden
- Elizabeth
- Jersey City [1]
- Newark
- Passaic [1]
- Paterson
- Perth Amboy
- Trenton

PENNSYLVANIA:
- Allentown [1]
- Altoona
- Chester [1]
- Erie
- Harrisburg
- Hazleton
- Johnstown [1]
- Lancaster [1]
- New Castle [1]
- Oil City [1]
- Philadelphia
- Pittsburgh
- Reading
- Scranton
- Uniontown [1]
- Wilkes Barre [1]
- Williamsport [1]
- York [1]

REGION IV:

MARYLAND:
- Baltimore
- Cumberland
- Hagerstown
- Salisbury

NORTH CAROLINA:
- Asheville
- Charlotte
- Greensboro
- Raleigh
- Rocky Mount
- Salisbury
- Wilmington [1]
- Winston-Salem

VIRGINIA:
- Bristol [1]
- Lynchburg [1]
- Norfolk [1]
- Richmond
- Roanoke
- Staunton [1]

DISTRICT OF COLUMBIA:
- Washington

WEST VIRGINIA:
- Charleston
- Clarksburg [1]
- Huntington [1]
- Martinsburg [1]
- Parkersburg [1]
- Wheeling

[1] Opened during fiscal year 1937–38.

REGION V:

KENTUCKY:
- Ashland
- Bowling Green [1]
- Covington [1]
- Frankfort [1]
- Lexington [1]
- Louisville
- Middlesboro [1]
- Owensboro [1]
- Paducah [1]

MICHIGAN:
- Detroit
- Flint [1]
- Grand Rapids
- Jackson [1]
- Kalamazoo [1]
- Lansing [1]
- Marquette
- Pontiac [1]
- Saginaw [1]
- Traverse City [1]

OHIO:
- Akron
- Ashtabula
- Canton [1]
- Cincinnati
- Cleveland
- Columbus
- Dayton [1]
- Hamilton [1]
- Lima
- Lorain
- Mansfield
- Portsmouth [1]
- Springfield [1]
- Toledo
- Youngstown [1]
- Zanesville [1]

REGION VI:

ILLINOIS:
- Chicago
- Danville [1]
- East St. Louis
- Harrisburg [1]
- Joliet [1]
- Mt. Vernon [1]
- Peoria
- Quincy [1]
- Rockford [1]

ILLINOIS—Continued
- Rock Island [1]
- Springfield
- Waukegan [1]

INDIANA:
- Evansville
- Fort Wayne
- Gary [1]
- Indianapolis
- Kokomo [1]
- La Fayette [1]
- Muncie [1]
- New Albany [1]
- Richmond [1]
- South Bend
- Terre Haute

WISCONSIN:
- Eau Claire
- Fond du Lac
- Green Bay
- La Crosse [1]
- Madison
- Milwaukee
- Racine
- Wausau [1]

REGION VII:

ALABAMA:
- Anniston [1]
- Birmingham
- Decatur [1]
- Dothan [1]
- Gadsden [1]
- Mobile
- Montgomery
- Tuscaloosa [1]

FLORIDA:
- Jacksonville
- Miami [1]
- Orlando [1]
- Pensacola [1]
- Tallahassee [1]
- Tampa

GEORGIA:
- Albany
- Athens [1]
- Atlanta
- Augusta [1]
- Columbus [1]
- Macon

GEORGIA—Continued.
- Savannah
- Waycross [1]

MISSISSIPPI:
- Columbus [1]
- Greenwood [1]
- Hattiesburg
- Jackson
- Meridian
- Vicksburg

SOUTH CAROLINA:
- Charleston
- Columbia
- Florence [1]
- Greenville [1]
- Greenwood [1]
- Rock Hill [1]
- Spartanburg

TENNESSEE:
- Chattanooga
- Columbia [1]
- Dyersburg [1]
- Jackson [1]
- Knoxville
- Memphis
- Nashville

REGION VIII:

IOWA:
- Davenport [1]
- Des Moines
- Sioux City [1]

MINNESOTA:
- Albert Lea [1]
- Duluth
- Minneapolis
- St. Cloud [1]
- St. Paul

NEBRASKA:
- Lincoln
- North Platte [1]
- Omaha

NORTH DAKOTA:
- Fargo
- Grand Forks [1]
- Minot

SOUTH DAKOTA:
- Aberdeen
- Rapid City [1]
- Sioux Falls

[1] Opened during fiscal year 1937-38.

REGION IX:

ARKANSAS:
- Fort Smith
- Jonesboro [1]
- Little Rock
- Pine Bluff [1]
- Texarkana

KANSAS:
- Dodge City
- Kansas City [1]
- Salina
- Topeka
- Wichita

MISSOURI:
- Cape Girardeau [1]
- Hannibal [1]
- Jefferson City [1]
- Kansas City
- St. Joseph
- St. Louis
- St. Louis (Clayton) [1]
- Springfield

OKLAHOMA:
- Ardmore [1]
- Clinton [1]
- Muskogee [1]
- Oklahoma City
- Tulsa

REGION X:

LOUISIANA:
- Alexandria [1]
- Baton Rouge [1]
- Monroe
- New Orleans
- Shreveport

NEW MEXICO:
- Albuquerque

TEXAS:
- Amarillo [1]
- Austin
- Beaumont
- Brownsville [1]
- Dallas
- El Paso
- Fort Worth [1]
- Houston
- San Angelo [1]
- San Antonio
- Tyler
- Wichita Falls [1]

REGION XI:

ARIZONA:
- Flagstaff [1]
- Phoenix
- Tucson [1]

COLORADO:
- Denver
- Grand Junction [1]
- Pueblo

IDAHO:
- Boise
- Pocatello [1]

MONTANA:
- Billings [1]
- Butte [1]
- Havre [1]
- Helena

UTAH:
- Ogden [1]
- Salt Lake City

WYOMING:
- Casper [1]
- Cheyenne
- Sheridan [1]

REGION XII:

CALIFORNIA:
- Eureka
- Fresno
- Long Beach [1]
- Los Angeles
- Oakland
- Pasadena [1]
- Sacramento
- San Bernardino [1]
- San Diego
- San Francisco
- Santa Barbara [1]

IDAHO:
- Lewiston [1]

NEVADA:
- Las Vegas [1]
- Reno

OREGON:
- Eugene
- Klamath Falls
- La Grande [1]
- Portland
- Salem [1]

WASHINGTON:
- Olympia [1]
- Seattle
- Spokane
- Tacoma
- Yakima [1]

TERRITORIAL OFFICES:

ALASKA:
- Juneau

HAWAII:
- Honolulu

[1] Opened during fiscal year 1937–38.

Employee Account Numbers

Table B–2.—Old-age insurance: Employee account numbers issued [1] and percentage distribution of total, by States, cumulative through June 30, 1938

State	Employee account numbers issued [1]		State	Employee account numbers issued [1]	
	Cumulative number	Percent of total		Cumulative number	Percent of total
Total	39,565,157	100.00	Missouri	1,067,098	2.70
			Montana	147,926	.37
Alabama	543,906	1.37	Nebraska	269,497	.68
Alaska	18,059	.05	Nevada	37,923	.10
Arizona	141,470	.36	New Hampshire	170,253	.43
Arkansas	269,486	.68	New Jersey	1,462,233	3.70
California	2,511,123	6.35	New Mexico	94,046	.24
Colorado	305,055	.77	New York	5,446,157	13.76
Connecticut	655,519	1.66	North Carolina	785,680	1.99
Delaware	89,175	.22	North Dakota	90,311	.23
District of Columbia	249,988	.63	Ohio	2,372,811	6.00
Florida	562,385	1.42	Oklahoma	539,963	1.36
Georgia	688,631	1.74	Oregon	328,073	.83
Hawaii	125,569	.32	Pennsylvania	3,423,067	8.65
Idaho	128,162	.32	Rhode Island	283,353	.72
Illinois	2,795,354	7.06	South Carolina	412,320	1.04
Indiana	1,059,831	2.68	South Dakota	103,749	.26
Iowa	502,672	1.27	Tennessee	632,215	1.60
Kansas	406,107	1.03	Texas	1,620,633	4.10
Kentucky	593,581	1.50	Utah	146,778	.37
Louisiana	528,491	1.34	Vermont	92,752	.23
Maine	265,166	.67	Virginia	601,253	1.52
Maryland	559,443	1.41	Washington	553,236	1.40
Massachusetts	1,652,337	4.18	West Virginia	535,178	1.35
Michigan	1,847,947	4.67	Wisconsin	810,180	2.05
Minnesota	681,157	1.72	Wyoming	63,520	.16
Mississippi	294,338	.74			

[1] Account numbers issued represent the cumulative total of applications received in Baltimore after correction for known duplications and for voided items caused chiefly by spoilage of serially numbered cards.

Table B–3.—Old-age insurance: Distribution of applicants for account numbers by age,[1] sex, and color, from a 10-percent random sample of employee account numbers issued in the United States prior to Jan. 1, 1938 [2]

[Corrected to Oct. 31, 1938]

Age group (years)	Total	Male				Female			
		Total	White	Negro	Other	Total	White	Negro	Other
	Number of applicants								
Total	3,613,022	2,624,783	2,359,698	224,693	40,392	988,239	927,779	50,120	10,340
Percent of total	*100.0*	*72.6*	*65.3*	*6.2*	*1.1*	*27.4*	*25.7*	*1.4*	*0.3*
Under 15	7,417	6,348	5,610	668	70	1,069	916	126	27
15–19	334,871	202,220	184,438	16,070	1,712	132,651	127,516	4,191	944
20–24	657,597	417,292	377,306	37,066	2,920	240,305	230,323	8,906	1,076
25–29	569,138	393,201	352,256	37,262	3,683	175,937	165,761	9,614	562
30–34	466,378	342,966	308,013	31,937	3,016	123,412	115,229	7,759	424
35–39	392,278	296,260	264,173	29,617	2,470	96,018	88,471	7,085	462
40–44	333,273	259,828	236,367	21,923	1,538	73,445	68,589	4,533	323
45–49	282,054	226,872	208,888	16,724	1,260	55,182	51,926	3,034	222
50–54	214,490	179,003	166,346	11,740	917	35,487	33,527	1,840	120
55–59	151,995	129,240	120,242	8,363	635	22,755	21,538	1,146	71
60–64	95,767	83,292	78,305	4,628	359	12,475	11,789	661	25
65 and over	40,023	35,718	33,192	2,389	137	4,305	3,885	408	12
Unknown	67,741	52,543	24,562	6,306	21,675	15,198	8,309	817	6,072
	Percentage distribution of applicants by age								
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 15	.2	.2	.2	.3	.2	.1	.1	.2	.3
15–19	9.3	7.7	7.8	7.1	4.2	13.4	13.8	8.4	9.1
20–24	18.2	15.9	16.0	16.5	7.2	24.3	24.8	17.8	10.4
25–29	15.8	15.0	14.9	16.6	9.1	17.8	17.9	19.2	5.4
30–34	12.9	13.1	13.1	14.2	7.5	12.5	12.4	15.5	4.1
35–39	10.9	11.3	11.2	13.2	6.1	9.7	9.5	14.1	4.5
40–44	9.2	9.9	10.0	9.8	3.8	7.4	7.4	9.0	3.1
45–49	7.8	8.6	8.9	7.4	3.1	5.6	5.6	6.1	2.2
50–54	5.9	6.8	7.1	5.2	2.3	3.6	3.6	3.7	1.2
55–59	4.2	4.9	5.1	3.7	1.6	2.3	2.3	2.3	.7
60–64	2.6	3.2	3.3	2.1	.9	1.3	1.3	1.3	.2
65 and over	1.1	1.4	1.4	1.1	.3	.4	.4	.8	.1
Unknown	1.9	2.0	1.0	2.8	53.7	1.6	.9	1.6	58.7

[1] Age at birthday nearest July 1, 1937.

[2] From a 10-percent random sample of the applications for the account numbers issued and placed in the alphabetical file of actuarial cards by Dec. 31, 1937. This number includes the applications for 3,613,022 of the 36,688,338 account numbers issued as of that date.

Table B–4.—Old-age insurance: Percentage distribution by age groups of the gainful workers enumerated in the 1930 census, of applicants for employee account numbers included in an 11-million sample [1] and in a 10-percent sample,[2] and of applicants, January–June 1938 [3]

[Corrected to Oct. 31, 1938]

Age group (years)	Gainful workers in 1930 census	Applicants for employee account numbers		
		11-million sample [1]	10-percent sample [2]	January–June 1938 [3]
	Total			
Total	100.0	100.0	100.0	100.0
Under 20	10.1	4.2	9.8	19.5
20–24	15.3	17.4	18.8	20.3
25–34	25.4	32.5	29.5	24.2
35–44	22.5	23.1	20.7	16.6
45–54	16.8	15.4	14.2	12.2
55–64	9.9	7.4	7.0	7.2
	Male			
Total	100.0	100.0	100.0	100.0
Under 20	8.4	3.3	8.2	18.5
20–24	13.3	14.3	16.5	18.9
25–34	25.4	31.5	29.0	23.1
35–44	23.8	24.6	21.9	16.9
45–54	18.2	17.5	16.0	13.8
55–64	10.9	8.8	8.4	8.8
	Female			
Total	100.0	100.0	100.0	100.0
Under 20	15.9	6.8	13.8	21.3
20–24	22.4	25.8	24.8	22.9
25–34	25.3	35.3	30.9	26.4
35–44	18.1	18.7	17.5	16.1
45–54	12.1	9.8	9.4	9.3
55–64	6.2	3.6	3.6	4.0

[1] From a count of about 11.5 million early applications for account numbers selected to give each of the 48 States and the District of Columbia a proportionate representation equal to at least 40 percent of the total applications received from each jurisdiction. See *Social Security Bulletin*, Vol. 1, No. 4 (April 1938), pp. 67–81, for more detailed data, by regions and by States.

[2] From a 10-percent random sample of the applications for account numbers issued and placed in the alphabetical file of actuarial cards by Dec. 31, 1937. This number includes 3,613,022 of the 36,688,338 applications issued as of that date.

[3] From an analysis of applications for account numbers received from Jan. 1 to June 30, 1938, and placed in a supplementary alphabetical file of actuarial cards by June 30, 1938.

Table B–5.—Old-age insurance: Percentage distribution [1] by sex and color of the gainful workers enumerated in the 1930 census, of applicants for employee account numbers included in an 11-million sample [2] and in a 10-percent sample,[3] and of applicants, January-June 1938 [4]

[Corrected to Oct. 31, 1938]

Sex and color	Gainful workers in 1930 census	Applicants for employee account numbers		
		11-million sample [2]	10-percent sample [3]	January-June 1938 [4]
Sex, total	100.0	100.0	100.0	100.0
Male	78.0	73.1	72.4	66.0
Female	22.0	26.9	27.6	34.0
Color, total	100.0	100.0	100.0	100.0
White	87.3	[5] 94.5	[5] 91.8	[5] 85.1
Negro	11.2	5.1	7.6	13.9
Other	[5] 1.5	.4	.6	1.0

[1] Includes only persons of known age and under 65.

[2] From a count of about 11.5 million early applications for account numbers selected to give each of the 48 States and the District of Columbia a proportionate representation equal to at least 40 percent of the total applications received from each jurisdiction. See *Social Security Bulletin*, Vol. 1, No. 4 (April 1938), pp. 67–81, for more detailed data, by regions and by States.

[3] From a 10-percent random sample of the applications for account numbers issued and placed in the alphabetical file of actuarial cards by Dec. 31, 1937. This number includes 3,613,022 of the 36,688,338 applications issued as of that date.

[4] From an analysis of applications for account numbers received from Jan. 1 to June 30, 1938, and placed in a supplementary alphabetical file of actuarial cards by June 30, 1938.

[5] Includes Mexicans.

Wage Records

Table B–6.—Old-age insurance: Number of employer returns [1] and number and amount of employee wage items [2] received by the Social Security Board,[3] by reporting periods, January–December 1937

Item	Employer returns,[1] January–December 1937		
	Total, 1937	For reporting period January–June 1937	For reporting period July–December 1937
Number of employer returns	3,388,000	1,658,000	1,730,000
Number of employee wage items reported [3]	72,747,000	35,655,000	37,092,000
Amount of wage items reported [3]	$27,928,176,000	$14,018,511,000	$13,909,665,000

[1] Employer returns on Form SS-2 made to the Bureau of Internal Revenue in reporting information concerning taxable wages under title VIII of the Social Security Act and referred to the Social Security Board for use in the maintenance of wage records.

[2] Each employee wage item represents the total amount of taxable wages paid to an individual by any 1 employer during a reporting period.

[3] This tabulation includes data on 94.6 percent of the employer returns for 1937 received by the Bureau of Internal Revenue as of Aug. 20, 1938, and 96.3 percent of the wage items received by the Social Security Board as of Aug. 25, 1938.

Table B–7.—Old-age insurance: Cumulative percentage distributions of number of employer returns [1] and number and amount of employee wage items,[2] by number of such items on employer's return for July–December 1937

Number of employee wage items [2] on employer's return	Cumulative percentage of total—			Number of employee wage items [2] on employer's return	Cumulative percentage of total—		
	Number of employer returns [1]	Number of employee wage items [2]	Amount of employee wage items [2]		Number of employer returns [1]	Number of employee wage items [2]	Amount of employee wage items [2]
1	25.3	1.2	1.1	299	99.2	52.4	46.5
2	40.4	2.6	2.4	399	99.4	56.3	50.0
3	50.7	4.0	3.7	499	99.5	59.3	52.8
4	57.9	5.4	4.9	599	99.6	61.7	55.1
5	63.4	6.7	6.1	699	99.7	63.7	57.0
6	67.7	7.9	7.2	799	99.8	65.3	58.6
7	71.3	9.1	8.3	899	99.8	66.7	60.0
8	74.0	10.1	9.2	999	99.8	68.0	61.3
9	76.2	11.0	10.0	1,999	100.0	75.8	69.4
19	86.8	17.7	15.9	2,999	100.0	79.4	73.3
29	90.8	22.2	19.9	3,999	100.0	81.7	76.1
39	93.0	25.7	23.0	4,999	100.0	83.4	78.2
49	94.4	28.5	25.4	5,999	100.0	84.6	79.8
59	95.3	30.8	27.5	6,999	100.0	85.6	81.0
69	96.0	32.8	29.3	7,999	100.0	86.5	82.1
79	96.5	34.6	30.9	8,999	100.0	87.2	82.9
89	96.9	36.1	32.2	9,999	100.0	87.7	83.6
99	97.2	37.5	33.5	10,000 and over	100.0	100.0	100.0
199	98.7	46.9	41.7				

[1] Employer returns on Form SS-2 made to the Bureau of Internal Revenue in reporting information concerning taxable wages under title VIII of the Social Security Act and referred to the Social Security Board for use in the maintenance of wage records.

[2] Each employee wage item represents the total amount of taxable wages paid to an individual by any 1 employer during a reporting period.

Table B–8.—Old-age insurance: Number of employer returns [1] and number and amount of employee wage items,[2] by number of such items on employer's return for July–December 1937, with total amounts of employee wage items for January–December 1937

Number of employee wage items [2] on employer's return	July–December 1937							Amount of employee wage items, [2] January–December 1937 (in thousands)
	Employer returns [1]		Employee wage items [2]				Average amount per employer return [1]	
	Number	Percent of total number	Number	Percent of total number	Amount (in thousands)	Percent of total amount		
Total	1,730,104	100.0	37,092,384	100.0	$13,909,665	100.0	$8,040	$27,928,176
1–9	1,317,758	76.2	4,063,715	11.0	1,393,752	10.0	1,058	2,687,397
1	437,936	25.3	437,936	1.2	148,634	1.1	339	299,364
2	261,644	15.1	523,288	1.4	176,213	1.3	673	346,062
3	177,452	10 3	532,356	1.4	178,313	1.3	1,005	348,141
4	124,817	7.2	499,268	1.4	168,889	1.2	1,353	320,809
5	95,051	5.5	475,255	1.3	166,623	1.2	1,753	314,956
6	74,221	4.3	445,326	1.2	158,374	1.1	2,134	298,875
7	61,208	3.6	428,456	1.2	150,250	1.1	2,455	294,923
8	47,031	2.7	376,248	1.0	133,540	.9	2,839	248,503
9	38,398	2.2	345,582	.9	112,916	.8	2,941	215,764
10–99	363,938	21.0	9,847,858	26.5	3,264,524	23.5	8,970	6,368,023
10–19	184,004	10.6	2,490,819	6.7	825,064	5.9	4,484	1,584,707
20–29	69,839	4.0	1,668,374	4.5	557,014	4.0	7,976	1,073,930
30–39	38,036	2.2	1,295,584	3.5	430,497	3.1	11,318	835,932
40–49	23,345	1.4	1,030,811	2.8	339,864	2.4	14,558	671,531
50–59	16,110	.9	874,217	2.3	289,368	2.1	17,962	569,140
60–69	11,433	.7	735,076	2.0	243,613	1.8	21,308	481,427
70–79	8,781	.5	651,702	1.8	216,060	1.6	24,605	429,594
80–89	6,790	.4	572,734	1.5	187,814	1.3	27,660	377,480
90–99	5,600	.3	528,541	1.4	175,230	1.3	31,291	344,282
100–999	44,867	2.6	11,296,932	30.5	3,869,233	27.8	86,238	7,960,901
100–199	25,085	1.5	3,477,420	9.4	1,145,033	8.2	45,646	2,317,967
200–299	8,431	.5	2,044,506	5.5	672,689	4.8	79,788	1,358,961
300–399	4,164	.2	1,435,238	3.9	489,085	3.5	117,456	992,340
400–499	2,497	.1	1,113,546	3.0	388,405	2.8	155,548	791,675
500–599	1,636	.1	895,500	2.4	318,121	2.3	194,450	662,516
600–699	1,132	.1	733,799	2.0	258,668	1.9	228,505	527,137
700–799	795	.1	590,168	1.6	217,532	1.6	273,625	458,889
800–899	609	(3)	515,908	1.4	195,002	1.4	320,201	398,263
900–999	518	(3)	490,847	1.3	184,698	1.3	356,560	453,153
1,000–9,999	3,346	.2	7,315,996	19.7	3,103,001	22.3	927,376	6,582,282
1,000–1,999	2,171	.2	2,885,338	7.8	1,128,051	8.1	519,600	2,661,744
2,000–2,999	550	(3)	1,336,409	3.6	547,153	3.9	994,823	1,058,153
3,000–3,999	251	(3)	866,252	2.3	394,301	2.8	1,570,920	750,936
4,000–4,999	141	(3)	628,519	1.7	286,308	2.1	2,030,553	585,374
5,000–5,999	81	(3)	441,526	1.2	215,038	1.6	2,654,791	431,571
6,000–6,999	55	(3)	357,413	1.0	169,264	1.2	3,077,525	350,338
7,000–7,999	46	(3)	346,383	.9	152,283	1.1	3,310,508	304,792
8,000–8,999	29	(3)	245,929	.7	113,754	.8	3,922,562	263,767
9,000–9,999	22	(3)	208,227	.5	96,849	.7	4,402,259	175,607
10,000 and over	195	(3)	4,567,883	12.3	2,279,155	16.4	11,687,973	4,329,573

[1] Employer returns on Form SS–2 made to the Bureau of Internal Revenue in reporting information concerning taxable wages under title VIII of the Social Security Act and referred to the Social Security Board for use in the maintenance of wage records.

[2] Each employee wage item represents the total amount of taxable wages paid to an individual by any 1 employer during a reporting period.

[3] Less than 1/20 of 1 percent.

Claims for Lump-Sum Payments

Table B–9.—Old-age insurance: Number of claims for lump-sum payments received in Washington, number certified, and total payments certified by the Social Security Board to the Secretary of the Treasury, cumulative through June 30, 1938, and by months during the fiscal year 1937–38 [1]

Year and month	Total claims for lump-sum payments			Claims for payments at age 65			Claims for death payments		
	Number of claims		Total payments certified [2]	Number of claims		Total payments certified [2]	Number of claims		Total payments certified [2]
	Received	Certified [2]		Received	Certified [2]		Received	Certified [2]	
Cumulative total through June 30, 1938	181,565	169,622	$5,915,367.13	81,620	76,767	$2,698,816.80	99,945	92,855	$3,216,550.33
Total, fiscal year 1937–38	171,545	165,203	5,855,755.25	76,421	73,757	2,659,681.79	95,124	91,446	3,196,073.46
July	4,510	5,103	88,256.52	2,082	2,741	48,976.43	2,428	2,362	39,280.09
August	6,209	4,290	86,867.04	2,672	2,039	41,886.51	3,537	2,251	44,980.53
September	6,623	5,690	128,073.68	3,092	2,580	61,045.00	3,531	3,110	67,028.68
October	8,260	9,450	249,481.61	3,935	4,351	120,246.74	4,325	5,099	129,234.87
November	13,466	9,529	264,543.76	7,264	5,001	136,353.14	6,202	4,528	128,190.62
December	20,683	14,754	400,652.23	10,229	7,683	203,001.07	10,454	7,071	197,651.16
January	19,419	23,537	745,683.59	8,403	10,811	345,322.38	11,016	12,726	400,361.21
February	18,214	16,279	564,528.43	7,750	6,929	246,817.02	10,464	9,350	317,711.41
March	20,888	21,849	836,595.56	8,786	9,091	355,341.60	12,102	12,758	481,253.96
April	18,728	19,361	823,978.33	7,949	8,119	370,401.27	10,779	11,242	453,577.06
May	17,948	17,300	805,563.76	7,544	7,293	366,522.09	10,404	10,007	439,041.67
June	16,597	18,061	861,530.74	6,715	7,119	363,768.54	9,882	10,942	497,762.20

[1] All claims received to the end of the fiscal year 1937–38 were for lump-sum payments amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942.
[2] Figures have been adjusted for certifications canceled during the fiscal year.

Table B–10.—Old-age insurance: Number of claims for lump-sum payments and average payments certified by the Social Security Board to the Secretary of the Treasury, cumulative through June 30, 1938, and by months during the fiscal year 1937–38 [1]

Year and month	Total claims certified for lump-sum payments [1]		Claims certified for payments at age 65 [1]		Claims certified for death payments [1]	
	Number	Average payment	Number	Average payment	Number	Average payment
Cumulative through June 30, 1938	169,622	$34.87	76,767	$35.16	92,855	$34.64
Total, fiscal year 1937–38	165,203	35.45	73,757	36.06	91,446	34.95
July	5,103	17.30	2,741	17.87	2,362	16.63
August	4,290	20.25	2,039	20.54	2,251	19.98
September	5,690	22.51	2,580	23.66	3,110	21.55
October	9,450	26.40	4,351	27.64	5,099	25.35
November	9,529	27.76	5,001	27.27	4,528	28.31
December	14,754	27.16	7,683	26.42	7,071	27.95
January	23,537	31.68	10,811	31.94	12,726	31.46
February	16,279	34.68	6,929	35.62	9,350	33.98
March	21,849	38.29	9,091	39.09	12,758	37.72
April	19,361	42.56	8,119	45.62	11,242	40.35
May	17,300	46.56	7,293	50.26	10,007	43.87
June	18,061	47.70	7,119	51.10	10,942	45.49

[1] All claims received to the end of the fiscal year 1937–38 were for lump-sum payments amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942. Figures have been adjusted for certifications canceled during the fiscal year.

Table B–11.—Old-age insurance: Number of claims for lump-sum payments and total and average payments certified by the Social Security Board to the Secretary of the Treasury, cumulative through June 30, 1938, and by States for the fiscal year 1937–38 [1]

State	Total claims certified for lump-sum payments			Claims certified for payments at age 65			Claims certified for death payments		
	Number	Payments		Number	Payments		Number	Payments	
		Total	Average		Total	Average		Total	Average
Cumulative total through June 30, 1938	169,622	$5,915,367.13	$34.87	76,767	$2,698,816.80	$35.16	92,855	$3,216,550.33	$34.64
Total, fiscal year 1937–38	165,203	5,855,755.25	35.45	73,757	2,659,681.79	36.06	91,446	3,196,073.46	34.95
Alabama	2,302	57,362.51	24.92	578	16,420.68	28.41	1,724	40,941.83	23.75
Alaska	40	1,632.75	40.82	14	549.88	39.28	26	1,082.87	41.65
Arizona	436	14,118.93	32.38	168	4,915.34	29.26	268	9,203.59	34.34
Arkansas	941	22,411.11	23.82	307	7,876.38	25.66	634	14,534.73	22.93
California	8,825	328,771.06	37.25	3,842	138,162.05	35.96	4,983	190,609.01	38.25
Colorado	1,253	42,739.41	34.11	610	19,725.22	32.34	643	23,014.19	35.79
Connecticut	4,041	156,271.53	38.67	2,255	88,886.25	39.42	1,786	67,385.28	37.73
Delaware	478	16,872.49	35.30	276	9,365.01	33.93	202	7,507.48	37.17
District of Columbia	879	31,652.46	36.01	436	16,045.24	36.80	443	15,607.22	35.23
Florida	1,326	38,265.29	28.86	459	13,832.15	30.14	867	24,433.14	28.18
Georgia	2,175	57,864.04	26.60	639	19,240.47	30.11	1,536	38,623.57	25.15
Hawaii	159	5,237.73	32.94	80	1,679.07	20.99	79	3,558.66	45.05
Idaho	455	12,910.31	28.37	205	5,982.95	29.19	250	6,927.36	27.71
Illinois	11,268	438,966.60	38.96	5,087	194,314.56	38.20	6,181	244,652.04	39.58
Indiana	5,019	167,504.46	33.37	2,314	77,144.95	33.34	2,705	90,359.51	33.40
Iowa	1,626	54,537.69	33.54	892	28,262.26	31.68	734	26,275.43	35.80
Kansas	1,500	45,812.20	30.54	710	21,560.34	30.37	790	24,251.86	30.70
Kentucky	2,159	65,913.34	30.53	840	27,347.88	32.56	1,319	38,565.46	29.24
Louisiana	1,724	50,072.17	29.04	539	17,405.95	32.29	1,185	32,666.22	27.57
Maine	1,363	39,611.74	29.06	795	23,091.02	29.05	568	16,520.72	29.09
Maryland	2,698	93,862.85	34.79	1,167	39,902.67	34.19	1,531	53,960.18	35.25
Massachusetts	8,882	329,338.49	37.08	5,030	186,201.98	37.02	3,852	143,136.51	37.16
Michigan	7,338	277,031.67	37.75	2,909	108,231.88	37.21	4,429	168,799.79	38.11
Minnesota	2,204	84,619.69	38.39	1,122	43,920.31	39.14	1,082	40,699.38	37.61
Mississippi	698	16,817.67	24.09	176	4,437.61	25.21	522	12,380.06	23.72
Missouri	4,362	152 711.55	35.01	1,998	73,106.80	36.59	2,364	79,604.75	33.67
Montana	711	25,003.48	35.17	304	11,361.61	37.37	407	13,641.87	33.52
Nebraska	805	29,639.54	36.82	397	14,970.89	37.71	408	14,668.65	35.95
Nevada	193	7,115.13	36.87	97	3,582.34	36.93	96	3,532.79	36.80
New Hampshire	983	27,249.07	27.72	529	14,119.08	26.69	454	13,129.99	28.92
New Jersey	7,288	304,864.31	41.83	3,229	136,679.88	42.33	4,059	168,184.43	41.43
New Mexico	287	6,068.44	21.14	153	2,756.31	18.02	134	3,312.13	24.72
New York	19,550	803,930.98	41.12	8,869	364,359.07	41.08	10,681	439,571.91	41.15
North Carolina	3,361	76,478.85	22.75	955	25,145.25	26.33	2,406	51,333.60	21.34
North Dakota	157	5,052.29	32.18	68	2,530.54	37.21	89	2,521.75	28.33
Ohio	12,173	450,596.88	37.02	5,847	216,120.17	36.96	6,326	234,476.71	37.07
Oklahoma	1,333	47,497.21	35.63	480	17,062.97	35.55	853	30,434.24	35.68
Oregon	1,572	50,547.90	32.16	848	24,335.56	28.70	724	26,212.34	36.20
Pennsylvania	18,316	667,592.01	36.45	8,655	319,884.64	36.96	9,661	347,707.37	35.99
Rhode Island	1,786	61,864.35	34.64	944	32,993.82	34.95	842	28,870.53	34.29
South Carolina	1,475	31,437.71	21.31	350	8,981.74	25.66	1,125	22,455.97	19.96
South Dakota	228	7,062.36	30.98	88	2,946.33	33.48	140	4,116.03	29.40
Tennessee	2,255	61,129.08	27.11	717	21,834.17	30.45	1,538	39,294.91	25.55
Texas	5,086	150,268.16	29.55	1,781	49,988.02	28.07	3,305	100,280.14	30.34
Utah	574	21,021.20	36.62	209	7,815.75	37.40	365	13,205.45	36.18
Vermont	557	17,078.44	30.66	289	8,176.72	28.29	268	8,901.72	33.22
Virginia	2,817	79,441.20	28.20	1,033	33,846.65	32.77	1,784	45,594.55	25.56
Washington	2,848	92,973.70	32.65	1,481	48,129.29	32.50	1,367	44,844.41	32.80
West Virginia	2,473	78,443.23	31.72	895	28,753.42	32.13	1,578	49,689.81	31.49
Wisconsin	3,909	140,483.28	35.94	1,974	72,151.58	36.55	1,935	68,331.70	35.31
Wyoming	214	6,316.81	29.52	101	3,120.31	30.89	113	3,196.50	28.29
Foreign [2]	101	3,689.90	36.53	16	426.78	26.67	85	3,263.12	38.39

[1] All claims received to the end of the fiscal year 1937–38 were for lump-sum payments amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942. Figures have been adjusted for certifications canceled during the fiscal year.

[2] Claims received from persons in foreign countries.

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UNEMPLOYMENT COMPENSATION

Table C–1.—Unemployment compensation: Dates of passage of laws by States, of approval of laws by the Social Security Board, of first Federal grants,[1] and months and years in which benefits first payable, by States, as of June 30, 1938

State	Date law passed	Date law approved under title IX	Date first grant certified under title III [1]	Month and year in which benefits first payable
Alabama	Sept. 14, 1935	Dec. 31, 1935	Mar. 21, 1936	January 1938.
Alaska	Apr. 2, 1937	May 4, 1937	June 15, 1937	January 1939.
Arizona	Dec. 2, 1936	Dec. 22, 1936	Mar. 2, 1937	January 1938.
Arkansas	Feb. 26, 1937	Mar. 9, 1937	Mar. 12, 1937	January 1939.
California	June 25, 1935	Dec. 27, 1935	Mar. 12, 1936	January 1938.
Colorado	Nov. 20, 1936	Nov. 27, 1936	Dec. 29, 1936	January 1939.
Connecticut	Nov. 30, 1936	Dec. 8, 1936	Dec. 31, 1936	January 1938.
Delaware	Apr. 30, 1937	June 5, 1937	June 29, 1937	January 1939.
District of Columbia	Aug. 28, 1935	Nov. 15, 1935	Mar. 12, 1936	January 1938.
Florida	June 9, 1937	June 24, 1937	July 29, 1937	January 1939.
Georgia	Mar. 29, 1937	Apr. 2, 1937	Apr. 26, 1937	Do.
Hawaii	May 18, 1937	June 10, 1937	Aug. 6, 1937	Do.
Idaho	Aug. 6, 1936	Sept. 1, 1936	Sept. 23, 1936	September 1938.
Illinois	June 30, 1937	July 16, 1937	Aug. 13, 1937	July 1939.
Indiana	Mar. 18, 1936	Apr. 18, 1936	June 5, 1936	April 1938.
Iowa	Dec. 24, 1936	Dec. 29, 1936	Feb. 18, 1937	July 1938.
Kansas	Mar. 26, 1937	Apr. 6, 1937	Apr. 26, 1937	January 1939.
Kentucky	Dec. 29, 1936	Dec. 31, 1936	Jan. 5, 1937	Do.
Louisiana	June 29, 1936	Nov. 20, 1936	Nov. 27, 1936	January 1938.
Maine	Dec. 18, 1936	Dec. 24, 1936	Dec. 31, 1936	Do.
Maryland	Dec. 17, 1936	Dec. 22, 1936	Jan. 26, 1937	Do.
Massachusetts	Aug. 12, 1935	Feb. 4, 1936	Mar. 21, 1936	Do.
Michigan	Dec. 24, 1936	Dec. 29, 1936	Jan. 22, 1937	July 1938.
Minnesota	do	do	Jan. 5, 1937	January 1938.
Mississippi	Mar. 23, 1936	May 20, 1936	June 16, 1936	April 1938.
Missouri	June 17, 1937	July 13, 1937	Aug. 6, 1937	January 1939.
Montana	Mar. 16, 1937	Mar. 30, 1937	May 18, 1937	July 1939.
Nebraska	Apr. 30, 1937	May 18, 1937	May 26, 1937	January 1939.
Nevada	Mar. 23, 1937	Apr. 9, 1937	May 4, 1937	Do.
New Hampshire	May 29, 1935	Dec. 13, 1935	Mar. 5, 1936	January 1938.
New Jersey	Dec. 22, 1936	Dec. 24, 1936	Jan. 19, 1937	January 1939.
New Mexico	Dec. 16, 1936	Dec. 19, 1936	Dec. 24, 1936	December 1938.
New York	Apr. 25, 1935	Jan. 24, 1936	Mar. 10, 1936	January 1938.
North Carolina	Dec. 16, 1936	Dec. 19, 1936	Dec. 31, 1936	Do.
North Dakota	Mar. 16, 1937	Apr. 16, 1937	Apr. 27, 1937	January 1939.
Ohio	Dec. 17, 1936	Dec. 22, 1936	Jan. 19, 1937	Do.
Oklahoma	Dec. 12, 1936	Dec. 19, 1936	Dec. 31, 1936	December 1938.
Oregon	Nov. 15, 1935	Dec. 23, 1935	Apr. 8, 1936	January 1938.
Pennsylvania	Dec. 5, 1936	Dec. 8, 1936	Dec. 24, 1936	Do.
Rhode Island	May 5, 1936	June 8, 1936	June 16, 1936	Do.
South Carolina	June 6, 1936	July 22, 1936	Aug. 18, 1936	July 1938.
South Dakota	Dec. 24, 1936	Dec. 29, 1936	Jan. 8, 1937	January 1939.
Tennessee	Dec. 18, 1936	Dec. 22, 1936	Jan. 29, 1937	January 1938.
Texas	Oct. 27, 1936	Nov. 5, 1936	Nov. 27, 1936	Do.
Utah [2]	Aug. 29, 1936	Sept. 15, 1936	Sept. 23, 1936	Do.
Vermont	Dec. 22, 1936	Dec. 29, 1936	Dec. 31, 1936	Do.
Virginia	Dec. 18, 1936	Dec. 19, 1936	Jan. 26, 1937	Do.
Washington [3]	Mar. 16, 1937	Apr. 13, 1937	May 12, 1937	January 1939.
West Virginia	Dec. 17, 1936	Dec. 22, 1936	Feb. 18, 1937	January 1938.
Wisconsin	Jan. 29, 1932	Nov. 27, 1935	Mar. 12, 1936	July 1936.
Wyoming	Feb. 25, 1937	Mar. 24, 1937	Apr. 26, 1937	January 1939.

[1] Dates on which certification was authorized by the Social Security Board; in some instances a few days elapsed before formal certification to the Secretary of the Treasury.

[2] An unemployment compensation law which had been passed by the State of Utah on Mar. 25, 1935, was repealed and replaced by the present legislation on Aug. 29, 1936.

[3] An unemployment compensation law was passed by the State of Washington on Mar. 21, 1935. On Sept. 15, 1936, the State Supreme Court held that that law had never become effective because the court found that a provision contained therein conditioning the effectiveness of the law on the enactment of the Wagner-Doughton bill had not been fulfilled.

Unemployment Compensation Statistics

Table C–2.—Unemployment compensation: Estimated number of subject employers and number of workers with wage credits under State unemployment compensation systems, as of May 31, 1938

[Data reported by State agencies [1]]

State	Statutory size-of-firm inclusion [2] (number of employees)	Estimated number of subject employers	Estimated number of workers with wage credits [3]
Total		668,166	27,602,000
Alabama	8 or more	4,100	325,000
Alaska	do	500	23,000
Arizona	3 or more	3,100	78,000
Arkansas	1 or more	14,900	155,000
California	4 or more	38,000	1,700,000
Colorado	8 or more	4,300	200,000
Connecticut	5 or more	8,300	485,000
Delaware	1 or more	4,800	63,000
District of Columbia	do	14,900	145,000
Florida	8 or more	4,400	255,000
Georgia	do	6,600	375,000
Hawaii	1 or more	3,900	119,000
Idaho	do	8,000	110,000
Illinois	8 or more	27,266	1,620,000
Indiana	do	9,000	838,000
Iowa	do	5,900	310,000
Kansas	do	4,300	225,000
Kentucky	4 or more	7,400	380,000
Louisiana	8 or more	6,700	412,000
Maine	do	2,900	240,000
Maryland	do [4]	5,700	375,000
Massachusetts	do	17,500	1,332,000
Michigan	do	15,800	1,300,000
Minnesota	1 or more	40,600	567,000
Mississippi	8 or more	3,000	150,000
Missouri	do	10,600	650,000
Montana	1 or more	8,600	90,000
Nebraska	8 or more	3,300	120,000
Nevada	1 or more	2,500	30,000
New Hampshire	4 or more	3,000	125,000
New Jersey	8 or more	14,800	1,000,000
New Mexico	4 or more	2,000	70,000
New York	do	97,600	4,000,000
North Carolina	8 or more	6,800	700,000
North Dakota	do	1,100	44,000
Ohio	3 or more	44,400	1,720,000
Oklahoma	8 or more	5,100	324,000
Oregon	4 or more	7,400	225,000
Pennsylvania	1 or more	139,300	3,100,000
Rhode Island	4 or more	5,500	226,000
South Carolina	8 or more	3,500	292,000
South Dakota	do	1,200	45,000
Tennessee	do	4,500	450,000
Texas	do	13,300	800,000
Utah	4 or more	2,500	90,000
Vermont	8 or more	1,100	70,000
Virginia	do	5,800	450,000
Washington	do	6,400	300,000
West Virginia	do	3,300	350,000
Wisconsin	7 or more	7,900	500,000
Wyoming	1 or more	4,800	49,000

[1] The estimates are preliminary and subject to revision.

[2] The "size-of-firm" shown in this column represents the number of different individuals who must have worked in a specified number of weeks in the current or preceding calendar year for a given employer before that employer becomes subject to the State unemployment compensation law.

[3] The number of workers with wage credits approximates the number of individuals who represent potential benefit claimants. Not all workers with wage credits will be eligible for benefits, however, since there will be cases in which previous earnings are insufficient to satisfy the eligibility provision of the State law.

[4] Beginning in 1938, the size-of-firm inclusion was lowered from a basis of 8 or more to a basis of 4 or more employees. Data shown relate to 1937.

Classification of Claims and Benefit Payments

Tables C–3—C–8 are based upon reports from States on the operation of their unemployment compensation laws. As of June 30, 1938, 24 States and the District of Columbia were paying benefits, but since Indiana and Mississippi did not accept claims for benefits until April 1938, data on payments from these States include only two full months.

In interpreting unemployment compensation statistics differences in State laws, terminology, and procedures should be noted.

An initial claim is defined, for reporting purposes, as a notice of unemployment filed by a worker for each period of unemployment; a continued claim is defined as a claim reported weekly, following the filing of an initial claim. Some State procedures differ from these definitions in certain respects. A few States take only one initial claim from an unemployed worker in a benefit year; and the worker files continued claims for subsequent weeks of unemployment during the benefit year. In some States initial claims are filed in connection with requests for additional benefits against lag-quarter credits, whereas in others continued claims are taken in such circumstances.

Total and partial unemployment are used as defined in the State laws or by the State unemployment compensation agencies. Periods of reduced earnings resulting from a reduction in working time with the usual employer are always classified as partial unemployment. There are, however, some differences among the States in the classification of payments for part-total unemployment. Part-total unemployment arises chiefly in cases in which the worker is completely separated from employment with his regular employer, but has earned wages from another source, i. e., odd-job and subsidiary earnings, which are deductible from the weekly benefit amount for total unemployment. Therefore, though totally unemployed with respect to his regular employment, the worker receives a check for less than his weekly benefit amount. Most States classify claims and payments for part-total unemployment as partial. However, certain States classify under total unemployment both initial and continued claims and payments for part-total unemployment. These States are: Arizona, California, Minnesota, Tennessee, Utah, Vermont, and Wisconsin. Alabama, Indiana, North Carolina, and Oregon classify only the *initial* claims showing odd-jobs and subsidiary earnings (part-total unemployment) as claims for total unemployment.

Table C–3.—Unemployment compensation: Number of initial and continued claims filed for total and partial unemployment compensation,[1] by States, January–June 1938

[Data reported by State agencies, corrected to Aug. 31, 1938]

State	Number of initial claims filed							Number of continued claims filed					
	Total, January–June	January	February	March	April	May	June	January	February	March	April	May	June
	All claims filed												
Total	5,745,487	2,104,861	689,402	657,935	733,452	727,130	712,707						
Alabama	146,687	57,281	21,256	16,855	16,594	18,263	16,438	75,227	133,072	167,133	157,891	167,603	172,207
Arizona	19,092	5,866	3,110	2,671	2,881	2,474	2,090	3,249	19,905	26,537	25,077	21,914	18,328
California	386,909	[2] 137,361	54,547	60,959	46,133	41,457	46,452	([3])	429,557	510,089	406,369	388,666	367,017
Connecticut	259,260	93,128	25,887	29,701	48,202	30,358	31,984	208,305	287,464	258,303	205,777	203,002	187,351
District of Columbia	31,323	18,384	3,202	2,506	2,566	2,310	2,355	26,042	42,756	44,308	36,623	33,775	32,874
Indiana [4]	94,532				27,968	33,246	33,318				4,617	([3])	([3])
Louisiana	76,906	18,615	9,759	10,467	12,829	12,616	12,620	19,112	42,797	57,251	67,238	76,119	84,994
Maine	78,665	[2] 26,000	[5] 12,092	[5] 12,237	[5] 5,354	9,364	13,618	([3])	[5] 87,576	[5] 105,483	104,479	84,222	78,194
Maryland	216,128	72,299	20,581	29,317	33,001	28,489	32,441	132,855	191,583	194,504	182,458	187,112	181,990
Massachusetts [6]	424,521	[2] 195,631	46,736	41,461	42,679	41,200	56,814	([3])	([3])	([3])	330,718	310,904	389,437
Minnesota	125,538	56,702	16,300	13,769	17,333	10,774	10,660	13,000	200,479	266,497	176,029	107,706	86,806
Mississippi [4] [6]	26,931				11,908	7,108	7,915				([3])	38,726	52,105
New Hampshire	71,448	25,939	6,602	8,143	8,140	10,185	12,439	39,500	57,898	63,119	59,201	53,801	59,087
New York [6]	1,630,356	546,789	196,987	198,609	221,255	237,065	229,651	([3])	([3])	([3])	([3])	([3])	([3])
North Carolina	288,198	103,665	49,909	33,644	40,305	34,306	26,369	94,073	([3])	([3])	([3])	([3])	383,894
Oregon	[2] 120,000	([3])	([3])	([3])	([3])	([5])	([3])	([3])	71,940	103,400	82,400	75,037	74,813
Pennsylvania [6]	868,897	442,273	106,999	87,616	75,671	84,478	71,860	843,593	1,144,245	1,154,199	786,344	769,780	931,412
Rhode Island	139,000	67,731	18,864	14,283	12,693	13,776	11,653	129,615	216,974	262,480	211,154	171,375	162,969
Tennessee	126,666	45,220	15,308	13,063	15,223	23,253	14,599	91,446	171,890	186,206	171,303	237,757	196,936
Texas	162,955	37,653	23,182	21,479	27,835	26,741	26,065	49,787	105,556	146,810	147,031	169,930	173,044
Utah	38,954	12,310	4,827	3,718	7,111	4,434	6,554	18,914	37,140	44,053	36,329	30,972	([3])
Vermont	21,184	8,692	3,081	2,649	2,342	2,358	2,062	11,644	23,747	26,829	17,703	13,266	12,234
Virginia	104,590	34,099	11,566	12,112	15,625	17,439	13,749	([3])	([3])	([3])	101,228	87,987	132,267
West Virginia	163,385	[2] 70,502	19,147	25,509	22,225	15,759	10,243	([3])	124,163	181,426	278,925	314,412	302,975
Wisconsin [5]	123,362	28,721	19,460	17,167	17,579	19,677	20,758	150,563	143,277	130,564	98,886	96,016	97,784
	Total unemployment												
Alabama	105,693	40,840	14,986	12,025	12,282	13,275	12,285	66,799	117,090	143,628	129,310	131,464	127,377
Arizona	19,092	5,866	3,110	2,671	2,881	2,474	2,090	3,249	19,905	26,537	25,077	21,914	18,328
California		([7])	51,406	49,381	43,266	39,554	44,397	([3])	403,576	456,456	378,140	385,755	361,566

Connecticut		[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	173,798	155,688	138,479
District of Columbia		[7]	3,202	2,506	2,566	2,286	2,325	[7]	42,636	41,585	28,896	26,041	25,626
Indiana [4]	62,141				21,675	19,376	21,090				[7]	[3]	[3]
Louisiana		[7]	[7]	[7]	[7]	[7]	[7]	8,663	2,481	10,514	26,960	28,990	31,960
Maine		[7]	12,092	12,237	5,354	3,735	4,008	[3]	87,576	105,483	88,533	61,909	49,106
Maryland	186,232	65,304	16,461	23,817	27,648	24,283	28,719	124,040	156,699	155,842	140,111	137,098	131,288
Massachusetts [6]	424,521	[2]195,631	46,736	41,461	42,679	41,200	56,814	[3]	[3]	[3]	330,718	310,904	389,437
Minnesota		[7]	16,300	13,467	17,203	10,774	10,660	[7]	200,479	266,050	175,759	107,706	86,806
Mississippi [4] [6]	26,931				11,908	7,108	7,915				[3]	38,726	52,105
New Hampshire	52,283	18,896	5,081	6,327	5,854	6,939	9,186	32,332	43,876	51,680	47,694	40,114	43,427
New York [6]	1,630,356	546,789	196,987	198,609	221,255	237,065	229,651	[3]	[3]	[3]	[3]	[3]	[3]
North Carolina	191,984	66,915	29,288	21,690	32,100	23,733	18,258	[7]	[3]	[3]	[3]	[3]	[7]
Oregon	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[7]	[7]	[7]	[7]	[7]
Pennsylvania [6]	868,897	442,273	106,999	87,616	75,671	84,478	71,860	843,593	1,144,245	1,154,199	786,344	769,780	931,412
Rhode Island	106,068	56,646	14,924	10,466	8,599	8,009	7,424	107,158	184,451	193,780	153,939	108,099	95,002
Tennessee	112,565	45,220	15,308	13,063	15,223	12,590	11,161	91,446	171,890	186,206	171,303	170,523	158,305
Texas	156,014	36,584	22,288	20,684	26,356	25,309	24,793	[7]	[7]	[7]	[7]	[7]	[7]
Utah	36,248	12,196	4,244	3,018	6,708	3,953	6,129	18,684	36,441	43,022	35,120	29,364	[3]
Vermont	17,881	7,861	2,645	2,143	1,666	2,031	1,535	11,126	21,549	22,760	13,829	9,397	8,296
Virginia	82,267	30,659	9,815	10,500	12,019	9,787	9,487	[3]	[3]	[3]	86,519	68,978	76,632
West Virginia		[7]	[7]	17,178	14,193	9,206	7,230	[3]	[7]	153,993	189,669	215,278	186,638
Wisconsin	123,362	28,721	19,460	17,167	17,579	19,677	20,758	150,563	143,277	130,564	98,886	96,016	97,784
	Partial unemployment												
Alabama	40,994	16,441	6,270	4,830	4,312	4,988	4,153	8,428	15,982	23,505	28,581	36,139	44,830
Arizona	0	0	0	0	0	0	0	0	0	0	0	0	0
California		[7]	3,141	11,578	2,867	1,903	2,055	[3]	25,981	53,633	28,229	2,911	5,451
Connecticut		[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	31,979	47,314	48,872
District of Columbia		[7]	0	0	0	24	30	[7]	120	2,723	7,727	7,734	7,248
Indiana [4]	32,391				6,293	13,870	12,228				[7]	[3]	[3]
Louisiana		[7]	[7]	[7]	[7]	[7]	[7]	10,449	40,316	46,737	40,278	47,129	53,034
Maine		[7]	[3]	[3]	[3]	5,629	9,610	[3]	[3]	[3]	15,946	22,313	29,088
Maryland	29,896	6,995	4,120	5,500	5,353	4,206	3,722	8,815	34,884	38,662	42,347	50,014	50,702
Minnesota		[7]	0	302	130	0	0	[7]	0	447	270	0	0
New Hampshire	19,165	7,043	1,521	1,816	2,286	3,246	3,253	7,168	14,022	11,439	11,507	13,687	15,660
North Carolina	96,214	36,750	20,621	11,954	8,205	10,573	8,111	[7]	[3]	[3]	[3]	[3]	[7]
Oregon	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[7]	[7]	[7]	[7]	[7]
Rhode Island	32,932	11,085	3,940	3,817	4,094	5,767	4,229	22,457	32,523	68,700	57,215	63,276	67,967
Tennessee	14,101	0	0	0	0	10,663	3,438	0	0	0	0	67,234	38,631
Texas	6,941	1,069	894	795	1,479	1,432	1,272	[7]	[7]	[7]	[7]	[7]	[7]
Utah	2,706	114	583	700	403	481	425	230	699	1,031	1,209	1,608	[3]
Vermont	3,303	831	436	506	676	327	527	518	2,198	4,069	3,874	3,869	3,938
Virginia	22,323	3,440	1,751	1,612	3,606	7,652	4,262	[3]	[3]	[3]	14,709	19,009	55,635
West Virginia		[7]	[7]	8,331	8,032	6,553	3,013	[3]	[7]	27,433	89,256	99,134	116,337

[1] See p. 177 for classification of claims and benefit payments according to type of unemployment.
[2] Estimated.
[3] Data not available.
[4] Began benefit payments in April 1938.
[5] Excludes claims received for partial unemployment.
[6] No provisions in State law for benefit payments for partial unemployment.
[7] Break-down for total unemployment and for partial unemployment not available.

Table C–4.—Unemployment compensation: Number of initial claims authorized for payment,[1] by States and by months, January–June 1938

[Data reported by State agencies, corrected to Sept. 15, 1938]

State	Number of initial claims authorized for payment, 1938						
	Total	January	February	March	April	May	June
Total	3,035,918	162,262	579,909	377,095	342,760	369,627	451,542
Alabama	64,309	0	21,142	14,076	5,882	8,985	14,224
Arizona	15,714	4,034	2,056	3,234	2,402	2,160	1,828
California	185,181	0	23,209	50,677	31,268	28,554	51,473
Connecticut	127,960	10,620	35,380	20,000	23,809	16,360	21,791
District of Columbia	12,098	0	1,403	4,537	2,567	1,936	1,655
Indiana [2]	46,814	----	----	----	207	17,214	29,393
Louisiana	40,487	1,293	6,427	8,242	7,982	9,549	6,994
Maine	59,070	[3] 12,948	13,913	8,419	7,803	6,919	9,068
Maryland	128,399	12,452	17,640	41,211	31,927	13,218	11,951
Massachusetts	244,950	[3] 60,000	[3] 40,000	23,178	40,829	32,931	48,012
Minnesota	101,211	15,690	21,312	8,539	29,490	15,104	11,076
Mississippi [2]	12,064	----	----	----	2,231	4,585	5,248
New Hampshire	29,908	38	9,314	6,385	4,256	4,345	5,570
New York	688,444	0	252,335	82,734	70,567	133,621	149,187
North Carolina [4]	[3] 143,523	----	----	----	----	----	----
Oregon [4]	[3] 99,200	----	----	----	----	----	----
Pennsylvania [4]	[3] 510,000	----	----	----	----	----	----
Rhode Island	89,178	18,335	36,242	14,929	7,820	6,118	5,734
Tennessee	66,801	0	24,796	10,946	6,893	9,719	14,447
Texas	82,273	3,740	15,859	14,382	15,305	15,321	17,666
Utah	21,059	3,359	4,537	3,185	3,679	3,255	3,044
Vermont	10,687	0	3,979	2,720	1,445	1,227	1,316
Virginia	59,179	544	6,614	18,405	7,722	8,195	17,699
West Virginia	106,975	[3] 3,058	[3] 22,000	[3] 24,000	[3] 26,036	18,640	13,241
Wisconsin [1]	90,434	16,151	21,751	17,296	12,640	11,671	10,925

[1] A claim is considered authorized when the first compensable week has elapsed and the payment order or warrant for that week has been issued. These figures do not include eligible or allowed claims on which no payment has been made, nor do they include authorizations of payments for other than the first compensable week. The data cover initial claims for partial as well as total unemployment except for Wisconsin, which covers only total and part-total unemployment, and Massachusetts, Mississippi, New York and Pennsylvania, which cover only total unemployment.

[2] Began benefit payments in April 1938.

[3] Estimated.

[4] Data not available by months.

Table C–5.—Unemployment compensation: Number and amount of benefit payments for total and partial unemployment,[1] by States and by months, January–June 1938

[Data reported by State agencies,[2] corrected to Aug. 29, 1938]

State	Number of benefit payments issued							Amount of benefit payments						
	Total, January–June	January	February	March	April	May	June	Total, January–June	January	February	March	April	May	June
	All payments													
Total	17,768,275	136,941	1,927,832	4,318,097	3,670,039	3,709,332	4,006,034	$179,508,721	$1,292,675	$19,422,864	$43,841,794	$36,903,459	$38,199,731	$39,848,198
Alabama	580,607	0	53,574	139,812	104,713	142,192	140,316	3,969,831	0	367,671	955,309	722,752	949,901	974,198
Arizona	80,123	753	8,277	19,986	18,317	18,147	14,643	961,112	9,627	105,259	246,406	219,694	211,517	168,609
California	1,028,034	0	27,313	276,803	233,655	220,018	270,245	9,818,608	0	276,809	2,632,803	2,229,809	2,129,934	2,549,253
Connecticut	736,253	10,620	79,695	260,096	148,878	106,176	130,788	7,530,795	112,749	828,415	2,716,174	1,513,307	1,071,244	1,288,906
District of Columbia	93,344	0	3,149	24,543	23,425	21,694	20,533	810,639	0	28,150	211,865	201,720	190,381	178,523
Indiana [3]	181,002				207	42,987	137,808	2,012,054				1,951	481,718	1,528,385
Louisiana	228,446	1,490	10,323	41,674	50,072	60,218	64,669	1,499,965	10,505	63,421	265,669	330,253	400,102	430,015
Maine	317,778	[4] 1,065	35,079	73,729	54,660	78,305	74,940	2,588,031	9,102	299,946	610,031	446,286	631,280	591,386
Maryland	644,050	6,751	73,833	192,458	119,137	121,086	130,785	5,754,878	59,740	672,554	1,666,409	1,012,504	1,194,378	1,149,293
Massachusetts	1,220,295	[4] 10,007	[4] 267,953	272,062	208,782	194,172	267,319	12,847,629	101,949	2,706,048	2,864,296	2,213,714	2,084,836	2,876,786
Minnesota	471,692	6	23,312	94,704	144,263	119,639	89,768	4,892,772	66	260,140	1,034,391	1,493,357	1,210,868	893,950
Mississippi [3]	53,557				2,231	19,026	32,300	338,607				15,220	121,980	201,407
New Hampshire	192,983	38	27,504	47,715	43,554	37,421	36,751	1,657,521	456	248,496	404,686	367,628	315,553	320,702
New York	4,008,834	0	[4] 306,226	[4] 899,389	773,519	1,159,260	870,440	46,837,260	0	[4] 3,518,532	[4] 10,333,955	8,822,827	13,891,929	10,270,017
North Carolina	640,714	1,238	51,544	136,911	131,070	159,305	160,646	4,819,998	8,479	296,612	1,193,110	959,812	1,215,388	1,146,597
Oregon	337,879	[4] 2,083	29,246	95,364	94,256	66,347	50,583	3,840,331	25,453	357,261	1,118,150	1,061,450	731,211	546,806
Pennsylvania	3,354,525	0	416,841	879,439	794,091	493,211	770,943	37,752,823	0	4,764,780	10,006,562	8,886,653	5,631,572	8,463,256
Rhode Island	748,332	18,335	139,919	214,492	144,358	124,858	106,370	6,540,152	164,277	1,225,491	1,899,870	1,245,300	1,082,694	922,520
Tennessee	470,455	0	54,373	109,744	98,056	90,366	117,916	3,372,181	0	371,827	773,018	738,681	662,875	825,780
Texas	437,007	3,740	49,439	85,977	93,261	92,034	112,556	3,775,637	32,361	422,547	745,485	812,731	791,039	971,474
Utah	136,192	3,359	26,406	34,689	26,830	25,454	19,454	1,530,228	39,346	303,532	385,986	304,477	279,240	217,647
Vermont	61,916	0	10,264	21,016	13,291	9,360	7,985	545,478	0	98,856	190,505	113,740	79,127	63,250
Virginia	373,562	544	12,509	95,428	85,738	69,575	109,768	2,609,030	4,113	93,538	699,126	629,731	499,557	682,965
West Virginia	813,335	[4] 3,125	97,726	177,770	175,792	172,669	186,253	7,964,598	30,434	952,240	1,730,410	1,754,867	1,714,354	1,782,293
Wisconsin	557,360	73,787	123,327	124,296	87,883	65,812	82,255	5,238,563	684,018	1,160,739	1,157,578	804,995	627,053	804,180

See footnotes at end of table.

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Table C–5.—Unemployment compensation: Number and amount of benefit payments for total and partial unemployment,[1] by States and by months, January–June 1938—Continued

[Data reported by State agencies,[2] corrected to Aug. 29, 1938]

State	Number of benefit payments issued							Amount of benefit payments						
	Total, January–June	January	February	March	April	May	June	Total, January–June	January	February	March	April	May	June
	Total unemployment													
Total	----------	122,466	1,682,924	3,545,577	3,200,168	3,172,609	3,234,184	----------	$1,188,782	$17,394,674	$37,238,698	$33,710,167	$34,369,465	$34,408,736
Alabama	464,102	0	51,291	122,827	80,810	107,215	101,959	$3,417,750	0	355,810	876,333	605,254	785,494	794,859
Arizona	80,123	753	8,277	19,986	18,317	18,147	14,643	961,112	9,627	105,259	246,406	219,694	211,517	168,609
California	963,729	0	26,033	243,472	205,752	219,854	268,618	9,475,513	0	269,772	2,453,701	2,082,198	2,128,912	2,540,930
Connecticut	----------	10,620	(5)	(5)	146,376	94,127	(5)	----------	112,749	(5)	(5)	1,497,487	997,667	(5)
District of Columbia	84,056	0	3,029	22,685	20,993	19,094	18,255	757,353	0	27,328	201,132	188,253	175,381	165,259
Indiana [3]	128,423	----------	----------	----------	107	31,068	97,248	1,704,979	----------	----------	----------	1,559	411,974	1,291,446
Louisiana	43,991	0	0	4,299	10,751	14,084	14,857	345,904	0	0	33,653	86,724	110,123	115,404
Maine	----------	(5)	33,708	68,045	47,751	56,392	47,312	----------	(5)	291,338	578,019	408,489	520,080	437,389
Maryland	----------	6,732	(5)	(5)	(5)	(5)	(5)	----------	59,606	(5)	(5)	(5)	(5)	(5)
Massachusetts	1,220,295	[4] 10,007	[4] 267,953	272,062	208,782	194,172	267,319	12,847,629	101,949	2,706,048	2,864,296	2,213,714	2,084,836	2,876,786
Minnesota	471,692	6	23,312	94,704	144,263	119,639	89,768	4,892,772	66	260,140	1,034,391	1,493,357	1,210,868	893,950
Mississippi [3]	53,557	----------	----------	----------	2,231	19,026	32,300	338,607	----------	----------	----------	15,220	121,980	201,407
New Hampshire	165,028	38	26,298	41,258	37,375	30,735	29,324	1,516,616	456	241,388	374,700	337,726	282,028	280,318
New York	4,008,834	0	[4] 306,226	[4] 899,389	773,519	1,159,260	870,440	46,837,260	0	[4] 3,518,532	[4] 10,333,955	8,822,827	13,891,929	10,270,017
North Carolina	----------	1,218	(5)	(5)	(5)	(5)	(5)	----------	8,388	(5)	(5)	(5)	(5)	(5)
Oregon	----------	(5)	27,587	86,253	80,172	55,009	41,012	----------	(5)	345,337	1,057,093	972,026	658,412	486,265
Pennsylvania	3,354,525	0	416,841	879,439	794,091	493,211	770,943	37,752,823	0	4,764,780	10,006,562	8,886,653	5,631,572	8,463,256
Rhode Island	631,228	18,335	133,289	189,405	115,680	95,913	78,606	5,907,838	164,277	1,185,464	1,759,615	1,093,323	927,407	777,752
Tennessee	456,411	0	54,373	109,744	98,056	89,322	104,916	3,314,016	0	371,827	773,018	738,681	656,191	774,299
Texas	405,062	3,591	46,578	80,251	86,410	85,030	103,202	3,592,175	31,412	406,130	712,098	772,543	752,092	917,900
Utah	132,790	3,359	26,406	34,151	26,306	24,535	18,033	1,504,868	39,346	303,532	382,103	300,230	272,423	207,234
Vermont	54,042	0	9,774	19,223	11,553	7,582	5,910	504,195	0	96,029	179,917	103,966	69,956	54,327
Virginia	287,168	536	12,045	87,097	73,125	52,714	61,651	2,290,470	4,081	91,579	667,569	584,217	431,961	511,063
West Virginia	----------	(5)	91,977	154,111	138,953	128,316	126,154	----------	(5)	914,248	1,576,917	1,522,154	1,443,530	1,421,673
Wisconsin	511,047	67,271	117,927	117,176	78,795	58,164	71,714	5,039,775	656,825	1,140,133	1,127,220	763,872	593,132	758,593

	Partial unemployment												
Total	----------	8, 202	39, 836	183, 055	219, 664	256, 332	349, 631	----------	$38, 904	$230, 609	$1, 027, 403	$1, 220, 976	$1, 420, 500	$1, 854, 666
Alabama	116, 505	0	2, 283	16, 985	23, 903	34, 977	38, 357	$552, 081	0	11, 861	78, 976	117, 498	164, 407	179, 339
California	64, 305	0	1, 280	33, 331	27, 903	164	1, 627	343, 095	0	7, 037	179, 102	147, 611	1, 022	8, 323
Connecticut	----------	0	(5)	(5)	2, 502	12, 049	(5)	89, 397	0	(5)	(5)	15, 820	73, 577	(5)
District of Columbia	9, 288	0	120	1, 858	2, 432	2, 600	2, 278	53, 286	0	822	10, 733	13, 467	15, 000	13, 264
Indiana [3]	52, 579	----------	----------	----------	100	11, 919	40, 560	307, 075	----------	----------	----------	392	69, 744	236, 939
Louisiana	184, 455	1, 490	10, 323	37, 375	39, 321	46, 134	49, 812	1, 154, 061	10, 505	63, 421	232, 016	243, 529	289, 979	314, 611
Maine	----------	(5)	1, 371	5, 684	6, 909	21, 913	27, 628	----------	(5)	8, 608	32, 012	37, 797	111, 200	153, 997
Maryland	----------	19	(5)	(5)	(5)	(5)	(5)	----------	134	(5)	(5)	(5)	(5)	(5)
New Hampshire	27, 955	0	1, 206	6, 457	6, 179	6, 686	7, 427	140, 905	0	7, 108	29, 986	29, 902	33, 525	40, 384
North Carolina	----------	20	(5)	(5)	(5)	(5)	(5)	----------	91	(5)	(5)	(5)	(5)	(5)
Oregon	----------	(5)	1, 659	9, 111	14, 084	11, 338	9, 571	----------	(5)	11, 924	61, 057	89, 424	72, 799	60, 541
Rhode Island	117, 104	0	6, 630	25, 087	28, 678	28, 945	27, 764	632, 314	0	40, 027	140, 255	151, 977	155, 287	144, 768
Tennessee	14, 044	0	0	0	0	1, 044	13, 000	58, 165	0	0	0	0	6, 684	51, 481
Texas	31, 945	149	2, 861	5, 726	6, 851	7, 004	9, 354	183, 462	949	16, 417	33, 387	40, 188	38, 947	53, 574
Utah	3, 402	0	0	538	524	919	1, 421	25, 360	0	0	3, 883	4, 247	6, 817	10, 413
Vermont	7, 874	0	490	1, 793	1, 738	1, 778	2, 075	41, 283	0	2, 827	10, 588	9, 774	9, 171	8, 923
Virginia	86, 394	8	464	8, 331	12, 613	16, 861	48, 117	318, 560	32	1, 959	31, 557	45, 514	67, 596	171, 902
West Virginia	----------	(5)	5, 749	23, 659	36, 839	44, 353	60, 099	----------	(5)	37, 992	153, 493	232, 713	270, 824	360, 620
Wisconsin	46, 313	6, 516	5, 400	7, 120	9, 088	7, 648	10, 541	198, 788	27, 193	20, 606	30, 358	41, 123	33, 921	45, 587

[1] See p. 177 for classification of claims and benefit payments according to type of unemployment.

[2] Arizona and Minnesota reported no payments for partial unemployment. Massachusetts, Mississippi, New York, and Pennsylvania have no provisions in State laws for benefit payments for partial unemployment.

[3] Began benefit payments in April.

[4] Estimated.

[5] Break-down for total unemployment and partial unemployment not available.

Table C–6.—Unemployment compensation: Number of benefit payments for total and partial unemployment,[1] by amounts of benefit checks and by States, January–June 1938

[Data reported by State agencies,[2] corrected to Aug. 27, 1938]

State	Total	Number of benefit payments in amounts of—									Average benefit payment
		Less than $2.00	$2.00 to $3.99	$4.00 to $5.99	$6.00 to $7.99	$8.00 to $9.99	$10.00 to $11.99	$12.00 to $13.99	$14.00 to $15.99	$16.00 and over	
	Total unemployment										
Total for 19 States reporting	6,142,394	88,522	242,399	661,994	1,202,119	1,109,176	905,279	656,343	1,274,727	1,835	$9.61
Alabama	464,102	15,542	54,948	82,494	126,523	86,269	42,364	22,357	32,055	[3] 1,550	7.36
Arizona [4]	79,370	688	1,530	2,633	6,845	7,720	12,217	10,233	37,504	----------	11.99
California	963,729	11,798	26,406	26,783	290,236	171,053	147,945	106,157	183,351	----------	9.83
Connecticut [5]	240,503	4,517	10,693	13,268	39,888	42,795	38,642	30,176	60,524	----------	10.37
District of Columbia	84,056	794	5,190	14,972	16,923	12,952	9,405	5,819	17,995	6	9.01
Indiana [6]	128,423	8	24	748	4,173	9,376	14,025	18,755	81,314	----------	13.28
Louisiana	43,991	614	1,887	13,090	11,168	6,678	3,532	2,092	4,930	----------	7.86
Maine [7]	205,896	3,846	6,440	28,531	46,592	58,915	28,372	14,025	19,157	[8] 18	8.73
Massachusetts	1,220,295	14	97	60,003	179,067	286,541	227,315	154,404	312,593	[9] 261	10.53
Minnesota [4]	471,686	5,278	13,780	32,242	92,226	67,134	68,069	68,244	124,713	----------	10.37
Mississippi [6]	53,557	4,202	10,939	14,536	10,752	4,590	2,546	1,674	4,318	----------	6.32
New Hampshire [4]	164,990	950	3,048	17,325	31,892	42,604	29,470	18,022	21,679	----------	9.19
Oregon [4]	290,033	3,171	4,562	5,069	24,787	28,481	40,821	59,512	123,630	----------	12.13
Tennessee	456,411	11,479	47,154	140,492	100,948	68,306	34,297	19,560	34,175	----------	7.26
Texas	405,062	5,316	10,816	104,891	79,780	57,877	40,712	29,033	76,637	----------	8.87
Utah [10]	18,033	361	546	612	2,352	1,603	2,519	3,267	6,773	----------	11.49
Vermont	54,042	1,176	1,686	5,379	8,746	15,360	10,102	4,887	6,706	----------	9.33
Virginia	287,168	13,618	19,898	66,045	63,805	45,020	22,640	19,716	36,426	----------	7.98
Wisconsin	511,047	5,150	22,755	32,881	65,416	95,902	130,286	68,410	90,247	----------	9.86

	Partial unemployment										
Total for 15 States reporting	703,337	80,342	196,181	177,053	110,853	70,034	38,315	18,231	12,117	211	$5.28
Alabama	116,505	15,546	38,290	30,427	16,670	9,384	4,009	1,425	663	91	4.74
California	64,305	7,483	15,772	15,777	14,018	6,429	3,327	1,323	176	----------	5.34
Connecticut [5]	14,551	11	4,037	3,741	3,181	1,843	1,110	523	105	----------	6.14
District of Columbia	9,288	1,075	1,885	2,146	1,749	1,172	728	345	164	24	5.74
Indiana [6]	52,579	5,270	10,967	10,305	7,396	10,325	5,556	2,231	529	----------	5.84
Louisiana [11]	147,080	11,647	24,478	45,951	26,142	15,643	8,409	6,030	8,780	----------	6.27
Maine [7]	35,877	1,615	11,777	10,228	6,702	3,290	1,559	559	146	1	5.29
New Hampshire [4]	27,955	3,312	7,344	6,719	4,532	3,148	1,665	782	358	95	5.04
Oregon [4]	45,763	3,593	8,036	10,166	8,622	7,715	5,267	2,169	195	----------	6.46
Tennessee	14,044	30	8,323	3,640	1,328	474	133	96	20	----------	4.14
Texas	31,945	201	11,210	8,172	5,040	3,269	2,533	1,506	14	----------	5.74
Utah [11]	2,864	262	456	558	381	439	177	106	485	----------	7.50
Vermont	7,874	542	2,369	2,096	1,490	767	396	167	47	----------	5.24
Virginia	86,394	22,316	32,275	18,086	6,861	4,776	1,557	485	38	----------	3.69
Wisconsin	46,313	7,439	18,962	9,041	6,741	1,360	1,889	484	397	----------	4.29

[1] See p. 177 for classification of claims and benefit payments according to type of unemployment.

[2] By Aug. 27, 1938, no reports showing distribution by size of payment had been received for any month from January to June from the following States: Maryland, New York, North Carolina, Pennsylvania, Rhode Island, and West Virginia. Arizona and Minnesota reported no payments for partial unemployment. Massachusetts, Mississippi, New York, and Pennsylvania have no provisions in State laws for benefit payments for partial unemployment.

[3] Represents supplementary payments.

[4] January not included.

[5] April and May only.

[6] Began benefit payments in April 1938.

[7] January and June not included.

[8] Represents consolidated payments.

[9] Represents lump-sum payments.

[10] June only.

[11] March not included.

Table C–7.—Unemployment compensation: Percentage distribution of number of benefit payments for total and partial unemployment,[1] by amounts of benefit checks and by States, January–June 1938

[Data reported by State agencies,[2] corrected to Aug. 27, 1938]

State	Total	Percentage distribution of number of benefit payments in amounts of—								
		Less than $2.00	$2.00 to $3.99	$4.00 to $5.99	$6.00 to $7.99	$8.00 to $9.99	$10.00 to $11.99	$12.00 to $13.99	$14.00 to $15.99	$16.00 and over
	Total unemployment									
Total for 19 States reporting	100.0	1.4	4.0	10.7	19.6	18.1	14.8	10.7	20.7	(3)
Alabama	100.0	3.3	11.8	17.7	27.3	18.6	9.2	4.9	6.9	0.3
Arizona [4]	100.0	.8	1.9	3.3	8.7	9.7	15.4	12.9	47.3	-------
California	100.0	1.2	2.8	2.8	30.1	17.7	15.4	11.0	19.0	-------
Connecticut [5]	100.0	2.0	4.4	5.5	16.6	17.7	16.1	12.5	25.2	-------
District of Columbia	100.0	1.0	6.2	17.9	20.1	15.4	11.2	6.9	21.3	(3)
Indiana [6]	100.0	(3)	(3)	.6	3.2	7.3	10.9	14.6	63.4	-------
Louisiana	100.0	1.4	4.3	29.8	25.4	15.1	8.1	4.7	11.2	-------
Maine [7]	100.0	1.9	3.1	13.8	22.7	28.6	13.8	6.8	9.3	-------
Massachusetts	100.0	(3)	(3)	5.0	14.6	23.5	18.6	12.7	25.6	(3)
Minnesota [4]	100.0	1.1	3.0	6.9	19.6	14.2	14.4	14.4	26.4	-------
Mississippi [6]	100.0	7.8	20.4	27.2	20.1	8.6	4.7	3.1	8.1	-------
New Hampshire [4]	100.0	.6	1.8	10.5	19.3	25.8	17.9	10.9	13.2	-------
Oregon [4]	100.0	1.1	1.6	1.7	8.5	9.8	14.1	20.5	42.7	-------
Tennessee	100.0	2.5	10.4	30.8	22.1	14.9	7.5	4.3	7.5	-------
Texas	100.0	1.4	2.7	25.9	19.7	14.3	10.0	7.1	18.9	-------
Utah [8]	100.0	2.0	3.0	3.3	13.0	8.9	14.0	18.2	37.6	-------
Vermont	100.0	2.1	3.1	10.0	16.2	28.4	18.7	9.1	12.4	-------
Virginia	100.0	4.7	6.9	23.0	22.3	15.7	7.8	6.9	12.7	-------
Wisconsin	100.0	1.0	4.5	6.4	12.8	18.8	25.5	13.4	17.6	-------
	Partial unemployment									
Total for 15 States reporting	100.0	11.4	27.9	25.2	15.8	9.9	5.5	2.6	1.7	(3)
Alabama	100.0	13.4	32.9	26.1	14.2	8.1	3.5	1.2	.5	0.1
California	100.0	11.6	24.5	24.5	21.8	10.0	5.2	2.1	.3	-------
Connecticut [5]	100.0	.1	27.7	25.7	21.9	12.7	7.6	3.6	.7	-------
District of Columbia	100.0	11.6	20.3	23.1	18.8	12.6	7.8	3.7	1.8	.3
Indiana [6]	100.0	10.0	20.9	19.6	14.1	19.6	10.6	4.2	1.0	-------
Louisiana [9]	100.0	7.9	16.6	31.3	17.7	10.7	5.8	4.1	5.9	-------
Maine [7]	100.0	4.6	32.8	28.5	18.7	9.2	4.3	1.5	.4	(3)
New Hampshire [4]	100.0	11.9	26.2	24.0	16.2	11.3	6.0	2.8	1.3	.3
Oregon [4]	100.0	7.8	17.5	22.2	18.9	16.9	11.5	4.8	.4	-------
Tennessee	100.0	.2	59.3	26.0	9.5	3.3	.9	.7	.1	-------
Texas	100.0	.6	35.1	25.5	15.8	10.3	8.0	4.7	(3)	-------
Utah [9]	100.0	9.2	15.9	19.5	13.3	15.3	6.1	3.7	17.0	-------
Vermont	100.0	6.9	30.1	26.6	18.9	9.7	5.1	2.1	.6	-------
Virginia	100.0	25.9	37.4	20.9	8.0	5.5	1.8	.5	(3)	-------
Wisconsin	100.0	16.1	40.9	19.5	14.6	2.9	4.1	1.1	.8	-------

[1] See p. 177 for classification of claims and benefit payments according to type of unemployment.

[2] By Aug. 27, 1938, no reports showing distribution by size of payment had been received for any month from January to June from the following States: Maryland, New York, North Carolina, Pennsylvania, Rhode Island, and West Virginia. Arizona and Minnesota reported no payments for partial unemployment. Massachusetts, Mississippi, New York, and Pennsylvania have no provisions in State laws for benefit payments for partial unemployment.

[3] Less than 0.1 percent.

[4] January not included.

[5] April and May only.

[6] Began benefit payments in April 1938.

[7] January and June not included.

[8] June only.

[9] March not included.

Table C–8.—Unemployment compensation: Cumulative percentage distribution of number of benefit payments for total and partial unemployment, [1] by amounts of benefit checks and by States, January–June 1938

[Data reported by State agencies,[2] corrected to Aug. 27, 1938]

State	Cumulative percentage distribution of number of benefit payments in amounts of—								
	Less than $2.00	$2.00 to $3.99	$4.00 to $5.99	$6.00 to $7.99	$8.00 to $9.99	$10.00 to $11.99	$12.00 to $13.99	$14.00 to $15.99	$16.00 and over
Total unemployment									
Total for 19 States reporting	1.4	5.4	16.1	35.7	53.8	68.6	79.3	100.0	(3)
Alabama	3.3	15.1	32.8	60.1	78.7	87.9	92.8	99.7	100.0
Arizona [4]	.8	2.7	6.0	14.7	24.4	39.8	52.7	100.0	----
California	1.2	4.0	6.8	36.9	54.6	70.0	81.0	100.0	----
Connecticut [5]	2.0	6.4	11.9	28.5	46.2	62.3	74.8	100.0	----
District of Columbia	1.0	7.2	25.1	45.2	60.6	71.8	78.7	100.0	(3)
Indiana [6]	(3)	(3)	.6	3.8	11.1	22.0	36.6	100.0	----
Louisiana	1.4	5.7	35.5	60.9	76.0	84.1	88.8	100.0	----
Maine [7]	1.9	5.0	18.8	41.5	70.1	83.9	90.7	100.0	----
Massachusetts	(3)	(3)	5.0	19.6	43.1	61.7	74.4	100.0	(3)
Minnesota [4]	1.1	4.1	11.0	30.6	44.8	59.2	73.6	100.0	----
Mississippi [6]	7.8	28.2	55.4	75.5	84.1	88.8	91.9	100.0	----
New Hampshire [4]	.6	2.4	12.9	32.2	58.0	75.9	86.8	100.0	----
Oregon [4]	1.1	2.7	4.4	12.9	22.7	36.8	57.3	100.0	----
Tennessee	2.5	12.9	43.7	65.8	80.7	88.2	92.5	100.0	----
Texas	1.4	4.1	30.0	49.7	64.0	74.0	81.1	100.0	----
Utah [8]	2.0	5.0	8.3	21.3	30.2	44.2	62.4	100.0	----
Vermont	2.1	5.2	15.2	31.4	59.8	78.5	87.6	100.0	----
Virginia	4.7	11.6	34.6	56.9	72.6	80.4	87.3	100.0	----
Wisconsin	1.0	5.5	11.9	24.7	43.5	69.0	82.4	100.0	----
Partial unemployment									
Total for 15 States reporting	11.4	39.3	64.5	80.3	90.2	95.7	98.3	100.0	(3)
Alabama	13.4	46.3	72.4	86.6	94.7	98.2	99.4	99.9	100.0
California	11.6	36.1	60.6	82.4	92.4	97.6	99.7	100.0	----
Connecticut [5]	.1	27.8	53.5	75.4	88.1	95.7	99.3	100.0	----
District of Columbia	11.6	31.9	55.0	73.8	86.4	94.2	97.9	99.7	100.0
Indiana [6]	10.0	30.9	50.5	64.6	84.2	94.8	99.0	100.0	----
Louisiana [9]	7.9	24.5	55.8	73.5	84.2	90.0	94.1	100.0	----
Maine [7]	4.6	37.4	65.9	84.6	93.8	98.1	99.6	100.0	(3)
New Hampshire [4]	11.9	38.1	62.1	78.3	89.6	95.6	98.4	99.7	100.0
Oregon [4]	7.8	25.3	47.5	66.4	83.3	94.8	99.6	100.0	----
Tennessee	.2	59.5	85.5	95.0	98.3	99.2	99.9	100.0	----
Texas	.6	35.7	61.2	77.0	87.3	95.3	100.0	(3)	----
Utah [9]	9.2	25.1	44.6	57.9	73.2	79.3	83.0	100.0	----
Vermont	6.9	37.0	63.6	82.5	92.2	97.3	99.4	100.0	----
Virginia	25.9	63.3	84.2	92.2	97.7	99.5	100.0	(3)	----
Wisconsin	16.1	57.0	76.5	91.1	94.0	98.1	99.2	100.0	----

[1] See p. 177 for classification of claims and benefit payments according to type of unemployment.

[2] By Aug. 27, 1938, no reports showing distribution by size of payment had been received for any month from January to June from the following States: Maryland, New York, North Carolina, Pennsylvania, Rhode Island, and West Virginia. Arizona and Minnesota reported no payments for partial unemployment. Massachusetts, Mississippi, New York, and Pennsylvania have no provisions in State laws for benefit payments for partial unemployment.

[3] Less than 0.1 percent.

[4] January not included.

[5] April and May only.

[6] Began benefit payments in April 1938.

[7] January and June not included.

[8] June only.

[9] March not included.

Table C–9.—Unemployment compensation: Summary of decisions of first appeal body on claims for unemployment benefits, by issues involved, for 15 reporting States, January–June 1938

[Data based on State decisions received by the Social Security Board, January–June 1938]

Issue	Total decisions by first appeal body		Action on appeals by claimants		Action on appeals by employers		Action on appeals referred by deputies	
	Number	Percent	Prior determination affirmed; benefits denied or not modified	Prior determination reversed; benefits allowed or modified	Prior determination affirmed; benefits allowed or not modified	Prior determination reversed; benefits denied or modified	Benefits allowed	Benefits denied
	Total decisions for 15 States, by issues							
Total, all issues	[1] 3,272	100.0	617	2,423	168	61	1	----
Claim and registration procedure	198	6.0	84	114	----	----	----	----
Capable and available for work	31	.9	12	12	5	2	----	----
Waiting period	16	.5	10	6	----	----	----	----
Coverage	[1] 215	6.5	40	87	84	3	----	----
Employment exclusions	31	.9	12	11	5	3	----	----
Multistate workers	12	.3	5	7	----	----	----	----
Size-of-firm exclusions	[1] 22	.7	5	16	----	----	----	----
Seasonality	98	3.0	7	14	77	----	----	----
Miscellaneous	52	1.6	11	39	2	----	----	----
Wage credits	[1] 2,028	62.0	155	1,871	----	1	----	----
Sufficiency	446	13.6	74	371	----	1	----	----
Benefit rate and duration	[1] 1,289	39.4	63	1,225	----	----	----	----
Other	293	9.0	18	275	----	----	----	----
Disqualifying conditions	693	21.2	255	315	70	52	1	----
Labor dispute	66	2.0	23	35	1	7	----	----
Misconduct	270	8.3	79	115	49	27	----	----
Voluntary leaving	327	10.0	144	149	17	16	1	----
Refusal of suitable work	30	.9	9	16	3	2	----	----
Other compensation	2	.1	2	----	----	----	----	----
Not unemployed	43	1.3	18	14	8	3	----	----
Miscellaneous	45	1.4	41	3	1	----	----	----
Unknown	1	.1	----	1	----	----	----	----
State	Total decisions for individual States, all issues							
Total, 15 States	[1] 3,272	100.0	617	2,423	168	61	1	----
Arizona	5	.2	1	4	----	----	----	----
California	2	.1	----	2	----	----	----	----
Indiana	2	.1	----	1	1	----	----	----
Maine	17	.5	5	8	1	3	----	----
Maryland	3	.1	1	2	----	----	----	----
Massachusetts	5	.2	1	----	2	2	----	----
New Hampshire	19	.6	8	11	----	----	----	----
New York	[1] 501	15.3	171	327	1	----	----	----
North Carolina	3	.1	3	----	----	----	----	----
Oregon	151	4.6	24	28	91	8	----	----
Pennsylvania [2]	2,308	70.5	316	1,990	1	1	----	----
Tennessee	8	.2	4	3	----	----	1	----
Utah	7	.2	2	3	2	----	----	----
West Virginia	6	.2	4	2	----	----	----	----
Wisconsin	235	7.1	77	42	69	47	----	----

[1] Under the issues of size-of-firm exclusion and benefit rate and duration, 2 cases are included on which no determinations were made. Both of these cases occurred in the State of New York.

[2] The disproportionately large number of Pennsylvania decisions may be accounted for by the following facts: Employers of 1 or more are covered; all disputed claims go to appeal authorities since no adjustment procedure had been in operation during this period; and during the early stage of benefit determination it was to be expected that many disputes concerning wage credits would arise.

Table C–10.—Unemployment compensation: Total number of referees' decisions, number in which benefits were allowed or disallowed, and number in which waiting period was extended, by type of issue, State of New York, January–June 1938 [1]

Type of issue	Total number of referees' decisions [2]	Number of decisions allowing or disallowing benefits		Number of decisions prolonging waiting period to 10 weeks [3]
		Allowed	Disallowed	
All issues	1,824	1,180	363	281
Percent of total	*100.0*	*64.7*	*19.9*	*15.4*
Definition of covered employment	153	107	46	0
Definition of employee	102	73	29	0
Definition of wages	4	2	2	0
Misconduct	527	393	0	134
Strike, lockout, or other industrial controversy	352	206	0	146
Willful misstatement	11	10	0	1
Availability and capability for work	582	318	264	0
Definition of total unemployment	39	22	17	0
Failure to report at local office	531	288	243	0
Capability for work	12	8	4	0
Refusal to accept offer of employment	22	10	12	0
Wages and/or hours	4	1	3	0
Other working conditions	2	1	1	0
Other issues of suitability	4	0	4	0
Not a genuine offer	9	8	1	0
No reason given	3	0	3	0
Other issues	71	61	10	0
Insufficient earnings	2	2	0	0
Rate and duration	44	44	0	0
Waiting period, accumulation of	20	10	10	0
Miscellaneous	5	5	0	0

[1] State of New York, Department of Labor, *The Industrial Bulletin*, Vol. 17, No. 7 (July 1938), p. 346.

[2] After the initial determination of benefit eligibility, amount, and duration by the manager of an employment office or his deputy, appeals may be taken before a referee or a claims reviewer. Further appeal may be taken to the State Appeal Board.

[3] The New York law requires the extension of the normal waiting period of 3 weeks to 10 weeks in cases where the claimant for benefits has lost his employment through misconduct, or because of an industrial dispute at his place of employment, or if he makes a false statement or representation in order to obtain benefits.

Table C–11.—Unemployment compensation: Actions on cases before the appeal tribunals of local unemployment compensation offices and before the Industrial Commission for review of initial determinations, State of Wisconsin, January–June 1938

Action	Record of actions during—						
	January–June	January	February	March	April	May	June
Cases before appeal tribunals for review	942	162	166	163	165	155	131
Pending, beginning of period	504	85	89	91	86	88	65
Commenced during period	438	77	77	72	79	67	66
Cases closed by appeal tribunals, total	463	73	75	77	77	90	71
Withdrawn	58	11	12	8	11	10	6
Dismissed	37	7	6	3	4	9	8
Decisions and initial determinations amended by deputy	5	0	0	0	0	3	2
Decisions	338	52	46	62	58	68	52
Deputy's decision affirmed	203	36	22	40	40	30	35
Deputy's decision reversed	120	16	18	21	17	36	12
Deputy's decision amended	15	0	6	1	1	2	5
Other disposition (by stipulation, etc.)	15	2	5	2	4	0	2
Transferred to Commission on its own motion	10	1	6	2	0	0	1
Cases pending, end of period	479	89	91	86	88	65	60
Cases before Industrial Commission for review	118	15	20	22	15	32	14
Pending, beginning of period	23	5	5	4	3	4	2
Transferred to Commission:							
On its own motion	0	0	0	0	0	0	0
By petition for review	23	5	5	4	3	4	2
Commenced during period	95	10	15	18	12	28	12
Cases closed by Industrial Commission	98	10	16	19	11	30	12
Decisions	98	10	16	19	11	30	12
In cases before Commission on its own motion	10	1	6	2	0	0	1
Deputy's decision affirmed	5	0	3	1	0	0	1
Deputy's decision reversed	4	1	3	0	0	0	0
Deputy's decision amended	1	0	0	1	0	0	0
In cases before Commission on petition for review	88	9	10	17	11	30	11
Appeal board decision affirmed	85	9	9	16	10	30	11
Appeal board decision reversed	2	0	1	1	0	0	0
Appeal board decision amended	1	0	0	0	1	0	0
Cases pending, end of period	20	5	4	3	4	2	2

Table C–12.—Unemployment compensation: Total funds available for benefits, contributions, interest, benefits charged, and ratios of benefits charged to contributions collected since benefits were first payable and to cumulative collections and interest, as of June 30, 1938

[Data reported by State agencies,[1] corrected to Aug. 3, 1938]

State	Month and year benefits first payable	Total funds available for benefits		Cumulative collections and interest credited [In thousands of dollars]			Collections since benefits first payable [4] [In thousands]	Benefits charged [In thousands]	Ratio of benefits charged—*Percent*	
		Amount [3] [In thousands]	Index [3]	Total collections and interest	Collections [4]	Interest [1]			To collections since benefits first payable	To cumulative collections and interest
Total		$508,680	106.5	$692,787	$679,998	$12,789	$204,791	[5] $179,230	87.5	25.9
States on monthly contribution basis, total		220,519	108.7	307,707	301,717	5,990	99,099	[5] 84,039	84.8	27.3
District of Columbia	January 1938	8,332	141.4	9,144	8,956	188	3,166	811	25.6	8.9
Louisiana [6]	do	10,492	137.8	12,152	11,951	201	4,392	1,500	34.2	12.3
Mississippi	April 1938	3,152	108.7	3,509	3,444	65	574	339	59.1	9.7
New Hampshire	January 1938	3,911	92.6	5,591	5,487	104	1,297	1,658	127.8	29.7
New York	do	106,501	108.9	154,107	151,259	2,848	54,499	47,348	86.9	30.7
North Carolina	do	9,345	99.8	14,170	13,931	239	4,641	4,760	102.6	33.6
Oregon	do	4,854	83.3	8,722	8,563	159	2,803	3,839	137.0	44.0
Rhode Island [6]	do	5,448	68.6	11,922	11,729	193	3,904	6,441	165.0	54.0
Texas	do	26,848	136.6	30,725	30,189	536	10,695	3,705	34.6	12.1
Vermont	do	1,557	110.3	2,105	2,071	34	676	546	80.8	25.9
West Virginia	do	6,614	65.2	14,620	14,420	200	4,327	7,964	184.1	54.5
Wisconsin	July 1936	33,465	111.1	40,940	39,717	1,223	[7] 8,125	[5] 5,128	[7] 63.1	18.1
States on quarterly contribution basis, total		288,161	104.9	385,080	378,281	6,799	105,692	95,191	90.1	24.7
Alabama [6]	January 1938	7,745	88.1	11,767	11,559	208	2,828	3,967	140.3	33.7
Arizona	do	1,830	91.4	2,803	2,759	44	768	961	125.1	34.3
California [6]	do	82,898	124.1	93,262	91,549	1,713	25,217	9,883	39.2	10.6
Connecticut	do	13,453	88.4	21,002	20,647	355	5,534	7,548	136.4	35.9
Indiana [8]	April 1938	27,556	102.3	29,753	29,065	688	2,480	2,012	81.1	6.8
Maine	January 1938	2,443	65.3	5,050	4,967	83	1,253	2,590	206.7	51.3
Maryland	do	8,036	88.7	13,844	13,645	199	4,683	5,755	122.9	41.6
Massachusetts [6]	do	46,083	110.9	59,178	58,120	1,058	16,882	12,848	76.1	21.7
Minnesota	do	12,207	102.9	17,139	16,878	261	5,077	4,862	95.8	28.4
Pennsylvania	do	67,471	96.2	105,230	103,478	1,752	33,842	37,282	110.2	35.4
Tennessee	do	7,224	93.4	10,615	10,439	176	2,753	3,344	121.5	31.5
Utah	do	1,861	73.1	3,405	3,347	58	819	1,530	186.8	44.9
Virginia	do	9,354	112.4	12,032	11,828	204	3,556	2,609	73.4	21.7

[1] All data reported by State agencies except "interest," which is reported by the U. S. Treasury.

[3] Represents sum of balances at end of month in State clearing account and benefit-payment account and unemployment trust fund maintained in U. S. Treasury.

[3] For all States the index is based upon the funds available for benefits as of the end of the month prior to that in which benefits were first payable, except for Wisconsin; for that State, the index is based upon the funds available as of Dec. 31, 1937.

[4] Includes contributions, plus penalties and interest collected from employers.

[5] Excludes benefits approximating $2,263,000 paid by Wisconsin before January 1938. This amount is included in computation of the ratio shown in the last column.

[6] Employee contributions of 1 percent are collected in Alabama, California, and Massachusetts; of 0.5 percent in Louisiana; and of 1.5 percent in Rhode Island.

[7] Contributions and benefit payments are cumulated since Jan. 1, 1938.

[8] State also collects contributions monthly, but quarterly contributions predominate.

Table C–13.—Unemployment compensation: Percentage distribution of expenditures for State unemployment compensation administration, exclusive of employment service expenditures, by budget categories, fiscal year 1937–38

State	Percent of administrative expenditures													
	Total expenditures	Equipment	Current expenditures											
			Personnel services	Other current expenditures										
				Total	Supplies	Telephone and telegraph	Postage	Travel expenses	Printing and binding	Heat, light, and water	Rent of premises	Rent of equipment	Repairs and alterations	Miscellaneous
Total	100.00	10.09	63.67	26.24	3.89	0.72	5.69	3.84	5.21	0.27	2.66	1.66	0.53	1.77
States in which benefits payable during fiscal year 1937–38	100.00	9.51	64.15	26.34	3.95	.67	6.31	3.26	5.24	.27	2.59	1.73	.44	1.88
Alabama	100.00	10.42	56.78	32.80	5.37	.77	7.42	8.50	7.07	.01	2.34	.54	.29	.49
Arizona	100.00	11.86	57.96	30.18	4.57	1.18	3.86	6.63	7.63	.01	2.40	1.47	.36	2.07
California	100.00	12.06	61.80	26.14	4.63	1.16	4.28	2.37	5.67	.07	2.66	2.70	.20	2.40
Connecticut	100.00	9.24	70.05	20.71	2.89	.28	4.68	1.74	6.29	.33	2.08	.99	.37	1.06
District of Columbia	100.00	6.28	82.95	10.77	6.49	.59	1.71	0	.66	.72	.29	.01	.20	.10
Indiana	100.00	16.06	55.14	28.80	4.99	.51	3.35	7.67	7.18	.15	.77	3.18	.54	.46
Louisiana	100.00	12.93	56.70	30.37	3.13	.66	5.23	5.40	12.09	.25	1.20	.35	.41	1.65
Maine	100.00	12.67	61.33	26.00	5.02	.91	6.00	3.96	4.66	.53	1.53	.21	.48	2.70
Maryland	100.00	8.74	63.31	27.95	2.83	.65	5.47	3.42	5.14	.03	4.16	3.16	.25	2.84
Massachusetts	100.00	7.58	68.67	23.75	5.28	.45	5.18	1.48	3.62	.23	2.55	3.52	.18	1.26
Minnesota	100.00	8.26	68.18	23.56	3.43	.40	3.79	2.46	5.47	.63	2.54	3.46	.23	1.15
Mississippi	100.00	9.77	61.31	28.92	3.78	.48	3.41	8.86	8.99	.55	1.51	.30	.25	.79
New Hampshire	100.00	10.66	64.09	25.25	4.62	1.43	4.63	4.33	4.07	1.00	.88	.83	1.43	2.03
New York	100.00	6.90	56.66	36.44	4.20	.74	11.58	1.57	5.68	.38	5.79	2.92	.80	2.78
North Carolina	100.00	13.71	65.22	21.07	2.85	.37	4.09	6.02	4.79	.24	1.17	.11	.46	.97
Oregon	100.00	12.69	62.38	24.93	2.11	.74	5.07	4.18	7.33	.01	1.49	1.92	.98	1.10
Pennsylvania	100.00	8.43	73.10	18.47	3.42	.33	6.23	2.05	2.68	.31	1.01	.26	.09	2.09
Rhode Island	100.00	5.99	72.15	21.86	3.53	.64	.83	2.72	1.66	.35	3.18	2.58	2.50	3.87
Tennessee	100.00	13.84	60.93	25.23	4.01	.42	7.44	3.75	4.44	0	2.92	.53	.14	1.58
Texas	100.00	10.60	56.03	33.37	2.45	.78	6.82	11.09	7.66	.44	1.71	1.17	.19	1.06

Utah	100.00	7.11	67.86	25.03	5.20	.90	3.86	3.43	3.82	(1)	3.27	.42	.96	3.17
Vermont	100.00	19.32	54.81	25.87	6.32	1.09	3.23	7.82	3.55	.40	2.09	.14	.58	.65
Virginia	100.00	13.68	63.19	23.13	4.26	.80	4.33	3.57	6.14	0	2.56	.26	.12	1.09
West Virginia	100.00	10.41	62.74	26.85	3.51	.71	7.71	3.65	9.07	0	.20	.60	.80	.60
Wisconsin	100.00	3.82	66.33	29.85	2.27	1.69	7.46	3.44	8.65	.32	3.14	.52	.24	2.12
States in which benefits first payable after July 1, 1938 [2]	100.00	12.46	61.69	25.85	3.71	.90	3.11	6.26	5.10	.25	2.95	1.37	.88	1.32
Alaska	100.00	19.39	58.89	21.72	4.66	.72	1.70	4.97	2.53	.33	3.80	0	.15	2.86
Arkansas	100.00	8.23	61.30	30.47	3.60	.83	5.59	8.97	3.76	0	2.82	4.28	.10	.52
Colorado	100.00	8.16	70.74	21.10	3.50	.80	1.66	5.36	3.73	0	4.97	.24	.01	.83
Delaware	100.00	14.81	63.92	21.27	3.20	.85	2.12	4.33	4.65	.80	.37	.07	3.24	1.64
Florida	100.00	10.92	53.22	35.86	4.89	.79	4.90	9.52	8.55	.60	1.75	1.95	.66	2.25
Georgia	100.00	10.25	64.56	25.19	3.84	.62	2.97	5.34	4.22	.50	4.93	1.39	.26	1.12
Hawaii	100.00	16.20	58.69	25.11	3.10	.87	2.06	5.66	7.56	.01	3.54	.09	.21	2.01
Idaho	100.00	8.43	67.80	23.77	5.98	.89	3.39	8.72	.10	.58	2.74	.32	.42	.63
Illinois	100.00	14.93	57.11	27.96	3.20	.81	4.09	2.99	5.96	.32	3.85	4.47	.65	1.62
Iowa	100.00	11.90	61.65	26.45	3.34	.50	2.88	7.74	6.12	0	2.73	1.60	.24	1.30
Kansas	100.00	7.56	60.48	31.96	6.48	1.20	2.58	6.05	5.60	.03	4.74	4.08	.17	1.03
Kentucky	100.00	11.05	68.38	20.57	1.30	.64	2.81	8.07	3.22	.08	.29	.12	2.84	1.20
Michigan	100.00	18.28	53.53	28.19	4.90	1.45	2.18	4.23	9.23	.03	3.88	.52	.06	1.71
Missouri	100.00	11.26	63.57	25.17	4.93	.64	4.71	6.80	5.04	0	.10	1.57	.36	1.02
Montana	100.00	10.89	57.82	31.29	3.50	1.27	7.20	9.69	5.35	.46	2.03	.07	.17	1.55
Nebraska	100.00	12.54	61.19	26.27	4.07	.78	2.94	6.44	4.91	0	.10	1.62	4.28	1.13
Nevada	100.00	15.40	49.80	34.80	4.79	1.06	2.22	9.41	1.07	0	.28	.12	14.23	1.62
New Jersey	100.00	11.64	64.26	24.10	2.57	.94	2.73	3.10	5.25	.02	4.30	2.86	.27	2.06
New Mexico	100.00	4.86	69.25	25.89	1.54	.95	1.26	14.50	2.38	1.10	2.14	.01	1.37	.64
North Dakota	100.00	14.39	57.02	28.59	4.83	.79	2.93	10.00	4.82	(1)	.13	.07	3.90	1.12
Ohio	100.00	10.92	64.68	24.40	2.46	.95	4.11	7.40	4.44	.65	3.63	.04	.12	.60
Oklahoma	100.00	9.50	69.05	21.45	2.40	.70	1.67	10.99	.19	(1)	4.33	.53	.11	.53
South Carolina	100.00	13.92	67.81	18.27	4.46	.31	2.12	3.70	3.70	.71	1.41	.15	.59	1.12
South Dakota	100.00	8.70	70.39	20.91	2.70	.98	1.90	9.38	1.90	1.47	1.84	.02	.27	.45
Washington	100.00	13.04	60.17	26.79	5.58	.84	4.15	4.19	5.25	.03	.96	3.52	.56	1.71
Wyoming	100.00	9.02	61.20	29.78	3.52	.88	3.56	10.39	2.70	.13	4.69	2.83	.04	1.04

[1] Less than 0.005 percent.

[2] Benefits are first payable in Iowa, Michigan, and South Carolina in July 1938; in Idaho in September 1938; in New Mexico and Oklahoma in December 1938; in Alaska, Arkansas, Colorado, Delaware, Florida, Georgia, Hawaii, Kansas, Kentucky, Missouri, Nebraska, Nevada, New Jersey, North Dakota, Ohio, South Dakota, Washington, and Wyoming in January 1939; in Illinois and Montana in July 1939.

Table C–14.—Unemployment compensation: Percentage distribution of total disbursements [1] for employment service operations in 28 States, by budget categories, fiscal year 1937–38

State	Percent of administrative disbursements													
	Total disbursements	Equipment	Current disbursements											
			Personnel services	Other current disbursements										
				Total	Supplies	Telephone and telegraph	Postage	Travel expenses	Printing and binding	Heat, light, and water	Rent of premises	Rent of equipment	Repairs and alterations	Miscellaneous
Total	100.00	8.18	71.83	19.99	2.26	2.23	0.09	3.58	0.71	0.68	6.89	0.29	1.76	1.50
States in which benefits payable during fiscal year 1937–38	100.00	7.80	72.33	19.87	2.16	2.23	.09	3.59	.74	.69	6.94	.28	1.67	1.48
Alabama	100.00	8.93	75.62	15.45	1.70	1.49	.02	4.69	0	1.05	4.75	.27	.14	1.34
Arizona	100.00	11.79	59.30	28.91	3.50	3.19	.09	9.10	.05	.57	8.52	.16	2.67	1.06
California	100.00	11.07	64.09	24.84	2.15	3.18	.07	3.46	.01	1.20	5.28	.02	8.79	.68
Connecticut	100.00	6.22	75.40	18.38	1.63	1.91	(2)	2.35	.54	.70	5.90	.02	4.94	.39
District of Columbia	100.00	3.38	90.51	6.11	1.70	2.44	0	0	0	1.07	0	.10	.37	.43
Indiana	100.00	6.71	71.88	21.41	2.69	2.92	.19	4.93	.51	1.37	5.89	.54	1.24	1.13
Louisiana	100.00	8.48	64.30	27.22	3.58	3.16	.11	7.93	.02	1.32	7.52	.10	2.30	1.18
Maine	100.00	15.74	64.11	20.15	3.41	1.54	(2)	4.61	.20	.99	7.15	.01	1.69	.55
Maryland	100.00	7.41	71.56	21.03	1.36	1.41	.49	1.97	1.03	.54	8.24	.13	3.60	2.26
Massachusetts	100.00	8.97	77.52	13.51	1.65	2.26	(2)	1.67	.59	.33	5.92	.32	.10	.67
Minnesota	100 00	12.10	71.14	16.76	1.83	1.66	(2)	2.84	.77	.46	8.72	(2)	.12	.36
Mississippi	100.00	17.68	58.41	23.91	4.41	1.68	.05	10.12	.38	1.03	5.57	0	.11	.56
New Hampshire	100.00	3.98	67.82	28.20	4.95	3.98	.08	5.55	.65	.79	7.96	.02	3.15	1.07
New York	100.00	6.55	71.53	21.92	1.95	2.38	.24	.81	1.76	.50	9.91	.37	(2)	4.00
North Carolina	100.00	3.79	75.54	20.67	1.94	2.22	.02	8.60	.26	.38	5.98	.01	.38	.88
Oregon	100.00	4.23	77.49	18.28	2.06	2.21	.04	6.66	0	.18	4.67	.03	2.02	.41
Pennsylvania	100.00	8.77	77.20	14.03	2.11	1.78	.01	2.15	.86	.53	4.84	.41	.51	.83
Rhode Island	100.00	7.16	66.22	26.62	1.67	1.86	.01	1.82	.76	.48	9.25	(2)	10.43	.34
Tennessee	100.00	8.40	72.75	18.85	1.96	2.55	(2)	5.21	.44	1.17	5.69	.05	.96	.82
Texas	100.00	6.54	67.92	25.54	3.21	2.15	.11	9.63	.07	1.20	7.87	.19	.70	.41
Utah	100.00	13.23	67.15	19.62	1.34	1.76	.02	3.40	.58	.42	7.38	0	4.20	.52
Vermont	100.00	6.93	69.03	24.04	2.13	2.69	.05	8.55	.21	.60	7.30	0	1.85	.66
Virginia	100.00	5.60	71.77	22.63	1.96	1.26	.01	5.92	.23	0	6.39	1.06	4.30	1.50
West Virginia	100.00	8.53	76.72	14.75	1.42	1.46	(2)	4.77	.15	.14	5.86	.37	.12	.46
Wisconsin	100.00	2.67	79.68	17.65	1.57	2.47	(2)	3.63	.73	.58	7.06	.57	.48	.56

States in which benefits first payable, July 1938	100.00	15.57	61.99	22.44	4.25	2.22	.03	3.45	.19	.43	5.78	.54	3.59	1.96
Iowa	100.00	14.35	66.56	19.09	2.66	2.80	.03	3.79	.38	.58	6.90	.14	1.08	.73
Michigan	100.00	15.33	61.29	23.38	4.62	.2.07	.02	2.89	.07	.38	5.58	.74	4.51	2.50
South Carolina	100.00	19.00	58.94	22.06	4.57	2.17	.06	6.31	.59	.48	5.22	0	2.04	.62

[1] Total disbursements from funds available through Federal grants under the Wagner-Peyser Act, under title III of the Social Security Act, and from State and local appropriations. These figures exclude incurred obligations for which no disbursement was made as of June 30, 1938.

[2] Less than 0.005 percent.

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PUBLIC ASSISTANCE

Table D–1.—States with plans for public assistance approved by the Social Security Board as of June 30, 1938, with date of approval and date from which Federal funds became available

State	Old-age assistance		Aid to dependent children		Aid to the blind	
	Approved	Federal funds[1] available from—	Approved	Federal funds[1] available from—	Approved	Federal funds[1] available from—
Total number approved as of June 30, 1938	50		40		40	
Alabama	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Mar. 30, 1937	Apr. 1, 1937
Alaska	June 29, 1937	July 1, 1937				
Arizona	June 5, 1937	June 1, 1937	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Arkansas	Mar. 31, 1936	Mar. 1, 1936	Mar. 31, 1936	Apr. 1, 1936	Mar. 31, 1936	Apr. 1, 1936
California	May 6, 1936	Apr. 1, 1936	June 29, 1936	July 1, 1936	June 29, 1936	July 1, 1936
Colorado	May 4, 1936	do	May 4, 1936	Apr. 1, 1936	May 4, 1936	Apr. 1, 1936
Connecticut	Feb. 4, 1936	Apr. 15, 1936			Feb. 4, 1936	[2] Feb. 1, 1936
Delaware	Dec. 31, 1935	Feb. 1, 1936	July 29, 1936	Aug. 1, 1936		
District of Columbia	do	do	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Florida	Oct. 13, 1936	Oct. 13, 1936	[3]	[3]	Dec. 17, 1937	Dec. 1, 1937
Georgia	June 29, 1937	July 1, 1937	June 29, 1937	July 1, 1937	June 29, 1937	July 1, 1937
Hawaii	July 6, 1936	Sept. 1, 1936	Aug. 24, 1937	June 1, 1937	Aug. 24, 1937	Do.
Idaho	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Illinois	July 6, 1936	July 1, 1936				
Indiana	Apr. 7, 1936	Apr. 1, 1936	Apr. 7, 1936	Apr. 1, 1936	Apr. 7, 1936	Apr. 1, 1936
Iowa	Dec. 31, 1935	Feb. 1, 1936			Nov. 30, 1937	Nov. 1, 1937
Kansas	July 29, 1937	Aug. 1, 1937	July 29, 1937	Aug. 1, 1937	July 29, 1937	Aug. 1, 1937
Kentucky	Aug. 7, 1936	July 1, 1936[4]				
Louisiana	do	June 19, 1936	Aug. 7, 1936	June 19, 1936	Nov. 2, 1936	Jan. 1, 1937
Maine	Dec. 31, 1935	Feb. 1, 1936[5]	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Maryland	do	do	Feb. 4, 1936	do	May 26, 1936	May 1, 1936
Massachusetts	Mar. 31, 1936	do	Sept. 26, 1936	Apr. 1, 1936	do	Apr. 1, 1936
Michigan	Dec. 20, 1935	do	Sept. 9, 1936	Aug. 27, 1936	Sept. 9, 1936	July 1, 1936
Minnesota	Mar. 30, 1936	Mar. 1, 1936	Aug. 24, 1937	Sept. 1, 1937	Aug. 3, 1937	July 1, 1937
Mississippi	Dec. 27, 1935	Feb. 1, 1936	[6]	[6]	[6]	[6]
Missouri	Dec. 31, 1935	do	Oct. 5, 1937	Oct. 1, 1937		
Montana	June 16, 1936	June 1, 1936	June 22, 1937	Apr. 1, 1937	Dec. 21, 1937	Jan. 1, 1938
Nebraska	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Nevada	July 9, 1937	Aug. 1, 1937				
New Hampshire	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
New Jersey	May 5, 1936	Apr. 1, 1936	May 20, 1936	Apr. 1, 1936	Oct. 5, 1936	July 1, 1936
New Mexico	Mar. 2, 1936	do	Mar. 2, 1936	do	Mar. 2, 1936	Apr. 1, 1936
New York	June 19, 1936	May 25, 1936	June 1, 1937	May 1, 1937	June 5, 1937	May 1, 1937
North Carolina	June 22, 1937	July 1, 1937	June 22, 1937	July 1, 1937	June 22, 1937	July 1, 1937
North Dakota	Mar. 19, 1936	Apr. 1, 1936	May 4, 1937	June 1, 1937	Oct. 23, 1936	Nov. 20, 1936
Ohio	Mar. 31, 1936	Feb. 1, 1936	Sept. 23, 1936	July 21, 1936	Sept. 23, 1936	July 21, 1936
Oklahoma	do	Apr. 1, 1936	Mar. 31, 1936	Apr. 1, 1936	Dec. 8, 1936	Dec. 1, 1936
Oregon	Mar. 13, 1936	do	June 5, 1937	June 7, 1937	Mar. 13, 1936	Apr. 1, 1936
Pennsylvania	Sept. 15, 1936	July 1, 1936	Oct. 13, 1936	Aug. 7, 1936	[7]	[7]
Rhode Island	Jan. 24, 1936	Feb. 1, 1936	Jan. 29, 1937	Jan. 1, 1937		
South Carolina	Aug. 3, 1937	Aug. 1, 1937	Aug. 3, 1937	Aug. 1, 1937	Aug. 3, 1937	Aug. 1, 1937
South Dakota	Oct. 5, 1936	Oct. 1, 1936			Jan. 25, 1938	Feb. 1, 1938
Tennessee	June 29, 1937	July 1, 1937	June 29, 1937	July 1, 1937	June 29, 1937	July 1, 1937
Texas	Apr. 21, 1936	July 1, 1936				
Utah	Mar. 17, 1936	Mar. 1, 1936	Mar. 17, 1936	Mar. 1, 1936	Mar. 17, 1936	Mar. 1, 1936
Vermont	Dec. 31, 1935	Feb. 1, 1936	Mar. 31, 1936	do	Mar. 31, 1936	Apr. 1, 1936
Virginia	[8]	[8]	[8]	[8]	[8]	[8]
Washington	Jan. 24, 1936	Feb. 1, 1936	Jan. 24, 1936	Feb. 1, 1936	Mar. 31, 1936	Apr. 1, 1936
West Virginia	Sept. 23, 1936	Oct. 1, 1936	Sept. 23, 1936	Oct. 1, 1936	Sept. 23, 1936	Oct. 1, 1936
Wisconsin	Dec. 23, 1935	Feb. 1, 1936	Dec. 23, 1935	Feb. 1, 1936	Dec. 23, 1935	Feb. 1, 1936
Wyoming	Dec. 31, 1935	do	Dec. 31, 1935	do	Dec. 31, 1935	Do.

[1] Unless otherwise indicated, there has been no lapse in the availability of Federal funds during fiscal year.

[2] Federal funds available Feb. 1–June 30, 1936. No request from the State for Federal funds after July 1, 1936. The plan was withdrawn as of July 1, 1938. New plan approved Nov. 1, 1938; Federal funds available from July 1, 1938.

[3] Plan approved Aug. 30, 1938; Federal funds available Aug. 1, 1938.

[4] No Federal funds requested for June 1938.

[5] Plan expired Aug. 31, 1937; revised plan approved Dec. 7, 1937, and Federal funds available from Dec. 1, 1937.

[6] Plan approved Dec. 27, 1935, expired Mar. 31, 1936. Federal funds available Feb. 1–Mar. 31, 1936. New plan for aid to the blind approved Oct. 18, 1938; Federal funds available from July 1, 1938.

[7] Plan approved Dec. 31, 1935, expired Dec. 31, 1937. Federal funds available Feb. 1, 1936–Dec. 31, 1937.

[8] Plan approved Sept. 2, 1938; Federal funds for old-age assistance and aid to dependent children available Sept. 1, for aid to the blind July 1, 1938.

Public-Assistance Statistics

Units of Count Used in Public-Assistance Statistics

Recipients of All Public Relief.—The composite number of recipients of all public relief (table D–3) is expressed in the terms of a "household." A household, as used here, may comprise one or more families, or a family and an individual, or one or more individuals living together. The household unit has been used because the number of recipients under the several programs cannot be totaled since (1) the units of count vary among the programs and (2) there are some persons who receive more than one type of public assistance and who are counted under two or more programs.

Recipients of Special Types of Public Assistance.—Figures include recipients of the special types of public assistance in States receiving Federal funds under titles I, IV, and X of the Social Security Act and also recipients of similar types of assistance in States not administering such aid under the act.

In *old-age assistance* and *aid to the blind*, the recipient of old-age assistance or aid to the blind is the individual whose application for either type of public assistance has been approved formally. This unit of count sometimes represents two or more eligible individuals in the same household.

In *aid to dependent children*, two units of count are used, the family and the number of children for whom aid to dependent children has been approved. This number of children may be less than the total number of children in families which receive aid.

Cases of General Relief.—The unit of count for general relief is the case—either a household or an individual living alone—treated by the relief agency as a separate entity.

Persons in Need of Relief Employed Under the Works Program.—Under the Works Program of the Works Progress Administration and the National Youth Administration the unit of count is the individual employee certified as in need of relief. Under the student-aid program of the National Youth Administration the individual is the unit.

Persons Benefiting Under Special Programs of the Federal Emergency Relief Administration.—The unit of count under the student-aid and emergency-education programs of the Federal Emergency Relief Administration is the individual; under the rural rehabilitation program, the unit is the case.

Persons Enrolled in the Civilian Conservation Corps.—The figures reported for the Civilian Conservation Corps represent the estimated average monthly number of enrollees.

Emergency Grants Made by the Farm Security Administration.—The unit reported for this type of relief is the grant voucher certified to a farmer in need of relief.

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Table D–2.—All public relief: Amount extended in the continental United States, excluding administrative expense and transient care,[1] by months, January 1933–June 1938

[Corrected to July 15, 1938]

[In thousands of dollars]

Fiscal year and month	All public relief extended to cases	Obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind [2]	Obligations incurred for general relief extended to cases [3]	Obligations incurred for relief under special programs of the Federal Emergency Relief Administration [4]	Earnings of persons certified as in need of relief employed under the Works Program [5]				Civilian Conservation Corps [8]	Civil Works Administration [9]	Emergency subsistence payments to farmers [10]
					Works Progress Administration	Other Federal agencies [6]	National Youth Administration				
							Student aid	Work projects [7]			
Total for 1932–33 (6 months)	$457,853	$37,048	$395,952						$24,853		
January	64,441	6,485	57,956								
February	70,184	6,218	63,966								
March	83,036	6,215	76,821								
April	76,220	6,109	68,637						1,474		
May	78,964	6,060	66,517						6,387		
June	85,008	5,961	62,055						16,992		
Total for 1933–34	1,451,316	73,174	772,558	$12,273					234,304	$359,007	
July	82,718	5,883	56,256						20,579		
August	83,060	5,866	57,198						19,996		
September	79,792	5,870	54,753						19,169		
October	81,526	5,867	60,080	4					15,575		
November	102,180	5,878	65,092	61					20,245	10,904	
December	161,480	6,002	49,139	353					20,319	85,667	
January	190,898	6,274	45,313	1,075					20,810	117,426	
February	154,010	6,208	47,556	1,805					20,489	77,952	
March	147,037	6,300	57,682	2,516					18,761	61,778	
April	119,883	6,267	88,349	2,195					17,894	5,178	
May	126,999	6,341	97,612	2,390					20,560	96	
June	121,733	6,418	93,528	1,874					19,907	6	

Total for 1934–35	1,942,347	95,778	1,486,306	78,109	----------	$126	----------	----------	282,027	1	----------
July	127,286	6,571	97,534	1,067	----------	----------	----------	----------	22,113	1	----------
August	142,469	6,691	109,519	1,240	----------	----------	----------	----------	25,019	----------	----------
September	135,068	6,735	103,325	1,894	----------	----------	----------	----------	23,114	----------	----------
October	148,375	6,990	113,642	3,233	----------	----------	----------	----------	24,510	----------	----------
November	162,084	7,166	126,294	3,950	----------	----------	----------	----------	24,674	----------	----------
December	169,015	8,042	133,594	4,273	----------	----------	----------	----------	23,106	----------	----------
January	186,972	8,478	148,437	5,021	----------	----------	----------	----------	25,036	----------	----------
February	175,286	8,662	135,664	6,655	----------	----------	----------	----------	24,305	----------	----------
March	178,451	8,798	137,330	10,886	----------	----------	----------	----------	21,437	----------	----------
April	177,726	9,051	133,302	14,874	----------	----------	----------	----------	20,499	----------	----------
May	177,550	9,213	130,600	14,062	----------	----------	----------	----------	23,675	----------	----------
June	162,065	9,381	117,065	10,954	----------	126	----------	----------	24,539	----------	----------
Total for 1935–36	2,413,971	142,518	795,380	13,056	$969,323	97,832	$23,145	$10,735	346,639	----------	$15,343
July	163,203	9,690	118,868	6,101	2	454	----------	----------	28,088	----------	----------
August	163,751	9,804	110,364	3,371	4,883	1,642	----------	----------	33,687	----------	----------
September	157,371	9,958	92,843	1,586	15,345	3,641	221	----------	33,777	----------	----------
October	175,491	10,221	95,007	872	30,142	5,490	1,653	----------	32,106	----------	----------
November	190,477	10,548	75,855	724	60,627	6,947	2,095	----------	33,582	----------	99
December	221,304	10,859	54,889	299	110,643	7,657	2,395	----------	32,120	----------	2,442
January	227,082	11,329	47,915	38	124,277	8,371	2,416	156	29,792	----------	2,788
February	231,950	12,356	46,854	15	129,421	8,825	2,793	901	28,188	----------	2,597
March	237,094	12,993	44,555	13	135,885	10,763	2,986	1,890	24,858	----------	3,151
April	224,276	14,115	40,069	11	126,669	13,070	3,190	2,563	22,575	----------	2,014
May	215,553	14,842	34,977	13	118,237	15,755	3,554	2,520	24,348	----------	1,307
June	206,419	15,803	33,184	13	113,192	15,217	1,842	2,705	23,518	----------	945
Total for 1936–37	2,540,866	315,463	401,167	24	1,324,959	135,769	27,610	30,736	270,616	----------	34,522
July	200,487	18,319	30,790	10	109,956	14,114	(11)	2,239	24,496	----------	563
August	204,237	20,087	29,629	7	113,253	14,470	7	2,260	23,629	----------	895
September	206,993	21,335	30,006	3	116,670	14,219	342	2,366	20,903	----------	1,149
October	220,150	23,426	30,675	2	122,365	14,260	2,516	2,406	23,133	----------	1,367
November	224,585	24,971	31,866	1	124,350	12,320	3,122	2,533	24,006	----------	1,416
December	219,756	26,645	36,273	1	114,584	11,375	3,132	2,627	22,945	----------	[12] 2,174
January	213,716	27,714	37,810	----------	103,922	8,652	2,967	2,682	24,485	----------	[12] 5,484
February	215,303	28,791	39,171	----------	105,188	8,183	3,227	2,830	24,158	----------	[12] 3,755
March	218,371	30,166	39,679	----------	106,804	8,804	3,316	2,812	21,238	----------	[12] 5,552
April	213,909	31,037	36,002	----------	104,969	9,286	3,347	2,780	21,228	----------	5,260
May	207,718	31,602	30,845	----------	104,088	10,141	3,642	2,690	21,039	----------	3,671
June	195,641	31,370	28,421	----------	98,810	9,945	1,992	2,511	19,356	----------	3,236
Total for 1937–38	2,467,833	463,752	454,917	----------	1,170,552	85,919	18,151	26,602	225,427	----------	22,513
July	177,848	32,973	29,138	----------	85,825	7,505	0	2,132	19,334	----------	941
August	171,546	33,993	30,102	----------	77,861	6,915	(11)	2,003	19,326	----------	1,346
September	168,605	35,484	30,484	----------	76,386	6,709	164	1,869	16,312	----------	1,197

See footnotes at end of table.

Table D–2.—All public relief: Amount extended in the continental United States, excluding administrative expense and transient care,[1] by months, January 1933–June 1938—Continued

[Corrected to July 15, 1938]

[In thousands of dollars]

Fiscal year and month	All public relief extended to cases	Obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind [2]	Obligations incurred for general relief extended to cases [3]	Obligations incurred for relief under special programs of the Federal Emergency Relief Administration [4]	Earnings of persons certified as in need of relief employed under the Works Program [5]				Civilian Conservation Corps [8]	Civil Works Administration [9]	Emergency subsistence payments to farmers [10]
					Works Progress Administration	Other Federal agencies [6]	National Youth Administration				
							Student aid	Work projects [7]			
1937–38—Continued											
October	$173,741	$36,564	$30,892		$76,650	$6,411	$1,599	$1,850	$18,379		$1,396
November	182,574	37,928	34,142		77,945	5,984	1,977	1,943	20,876		1,779
December	194,401	39,301	41,466		81,816	5,492	2,056	2,079	19,912		2,279
January	206,525	40,147	46,807		88,313	4,917	1,996	2,195	19,940		2,210
February	217,527	40,619	47,572		98,050	5,014	2,166	2,323	19,309		2,474
March	235,007	41,318	47,867		114,212	6,116	2,208	2,367	18,336		2,583
April	242,964	41,607	41,556		125,537	8,981	2,247	2,389	18,311		2,336
May	247,877	41,863	37,722		131,807	10,950	2,378	2,672	18,218		2,267
June	249,218	41,955	37,169		136,150	10,925	1,360	2,780	17,174		1,705

[1] These figures include all public relief extended to cases with the exception of the transient program. For the years 1936 and 1937 complete figures for the care of transient and homeless persons are not available.

[2] Figures for January 1933–January 1936 represent payments from State and local funds only. Figures for subsequent months represent payments from Federal, State, and local funds in States administering public assistance under the Social Security Act and payments from State and local funds only for States not participating under the Social Security Act. Figures are partly estimated and subject to revision.

[3] Figures for January 1933–March 1937 from the Works Progress Administration, Division of Research, Statistics, and Records. These figures exclude administrative expense, nonrelief expense, and the expense of special programs. Figures for 1933–35 include only obligations incurred for cases receiving emergency relief under the general relief program of the Federal Emergency Relief Administration. Beginning with 1936, general relief extended to cases includes that extended by local authorities from public funds under the poor laws. Figures are partly estimated and subject to revision.

[4] Figures from the Works Progress Administration, Division of Research, Statistics, and Records, include relief extended under the Federal Emergency Relief Administration for emergency education, student aid, and rural rehabilitation.

[5] Figures from the Works Progress Administration, Division of Research, Statistics, and Records. Figures are partly estimated and subject to revision.

[6] Other agencies include bureaus of regular Government departments and independent establishments engaged in activities which could be expanded to employ relief workers and emergency agencies such as the Public Works Administration and the Rural Electrification Administration. Figures for July 1937 and subsequent months are partly estimated and subject to revision.

[7] Includes earnings of persons certified as in need of relief employed on National Youth Administration work projects and in Young Women's Educational Camps. Prior to March 1937, figures are partly estimated.

[8] Figures are estimated by the Director of the Civilian Conservation Corps by multiplying the average monthly number of persons enrolled by an average of $70 per month. This average amount is based upon the amount of obligations incurred for cash allowances to persons enrolled and for clothing, shelter, subsistence, and medical care of persons enrolled, and upon the estimated amount of obligations incurred for certain other items. From Apr. 8, 1935–June 30, 1936, this program was included under the Works Program and was known as Emergency Conservation Work. Since July 1936 it has been financed by separate appropriations.

[9] Figures represent earnings of persons previously receiving relief estimated arbitrarily by the Works Progress Administration as 50 percent of the total amount of obligations incurred for earnings from Federal funds under the Civil Works Program.

[10] Figures from the Rural Rehabilitation Division of the Farm Security Administration (formerly the Resettlement Administration) represent the amount of grant payments certified to individuals.

[11] Total amount of obligations incurred is less than $1,000.

[12] For administrative reasons, some payments which would otherwise have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

Table D–3.—All public relief: Number of recipients in the continental United States, excluding transient cases, by months, January 1933–June 1938 [1]

[Corrected to July 15, 1938]

[In thousands]

Fiscal year and month	Estimated unduplicated number receiving public relief		Recipients of special types of public assistance [3]				Cases receiving general relief [4]	Recipients of relief under special programs of the Federal Emergency Relief Administration [5]	Persons certified as in need of relief employed under the Works Program [6]				Persons enrolled in the Civilian Conservation Corps [9]	Cases for which subsistence payments were certified by the Farm Security Administration [10]
	Households [2]	Persons in these households	Old-age assistance	Aid to dependent children		Aid to the blind			Works Progress Administration	Other Federal agencies [7]	National Youth Administration			
				Families	Children						Student aid	Work projects [8]		
1932–33														
January			116	112	280	25	4,290							
February			116	108	270	24	4,610							
March			112	113	283	24	5,080							
April			110	111	278	25	4,914						21	
May			109	111	278	24	4,723						91	
June			108	108	270	24	4,191						243	
1933–34														
July			106	109	272	25	3,908						294	
August			105	110	275	24	3,761						286	
September			105	111	277	24	3,405						274	
October			104	111	277	25	3,445	(11)					222	
November			105	111	277	24	3,827	2					289	
December			107	112	285	25	3,068	10					290	
January			123	110	275	27	2,928	26					297	
February			123	109	272	26	3,088	65					293	
March			125	111	277	26	3,603	93					268	
April			125	109	272	27	4,355	90					256	
May			128	110	275	26	4,337	98					294	
June			130	109	272	29	4,261	70					284	

See footnotes at end of table.

Table D–3.—All public relief: Number of recipients in the continental United States, excluding transient cases, by months, January 1933–June 1938 [1]—Continued

[Corrected to July 15, 1938]

[In thousands]

Fiscal year and month	Estimated unduplicated number receiving public relief		Recipients of special types of public assistance [2]				Cases receiving general relief [4]	Recipients of relief under special programs of the Federal Emergency Relief Administration [5]	Persons certified as in need of relief employed under the Works Program [6]				Persons enrolled in the Civilian Conservation Corps [9]	Cases for which subsistence payments were certified by the Farm Security Administration [10]
	Households [2]	Persons in these households	Old-age assistance	Aid to dependent children		Aid to the blind			Works Progress Administration	Other Federal agencies [7]	National Youth Administration			
				Families	Children						Student aid	Work projects [8]		
1934–35														
July			134	110	275	32	4,356	39					316	
August			141	110	275	31	4,576	44					357	
September			145	109	272	31	4,620	122					330	
October			154	111	277	33	4,649	166					350	
November			164	111	277	32	4,821	183					352	
December			206	113	280	33	5,078	203					330	
January			240	108	270	33	5,276	214					358	
February			256	107	267	32	5,240	233					347	
March			263	108	270	32	5,172	322					306	
April			274	110	275	33	5,013	358					293	
May			281	110	275	32	4,842	346					338	
June			293	108	270	33	4,534	288		2			351	
1935–36														
July			302	110	275	34	4,369	28	70	12			401	
August			314	110	275	33	4,218	32	238	73			481	
September			326	110	275	33	3,908	25	433	101	35		483	
October			347	112	280	35	3,722	19	739	129	184		459	
November			359	113	282	34	3,462	17	2,352	145	234		480	6
December			378	117	286	35	2,608	8	2,627	156	283		459	130
January			432	124	311	35	2,216		2,798	185	306	16	426	151
February			473	132	334	39	2,135		2,899	200	351	75	403	139
March			505	133	334	41	2,010		2,734	227	380	157	355	172
April			572	144	355	41	1,826		2,443	267	405	174	322	108
May			607	149	366	41	1,657		2,220	298	398	170	348	86
June			651	157	386	42	1,553		2,136	278	215	176	336	62

1936–37														
July	4,800	16,000	788	158	393	41	1,448	----------	2,129	255	(11)	157	350	41
August	4,900	16,400	844	134	336	41	1,430	----------	2,254	253	2	154	338	60
September	5,000	16,800	862	141	352	42	1,387	----------	2,350	276	63	159	298	77
October	5,200	17,400	973	154	385	42	1,394	----------	2,445	245	341	158	330	88
November	5,300	17,600	1,035	158	395	43	1,403	----------	2,348	236	399	165	343	93
December	5,300	17,400	1,106	161	402	43	1,508	----------	2,071	211	411	170	328	[12] 135
January	5,500	18,000	1,150	167	417	45	1,659	----------	2,034	171	417	177	350	[12] 335
February	5,400	17,600	1,200	171	427	45	1,723	----------	2,033	163	427	181	345	[12] 229
March	5,500	18,000	1,257	178	443	46	1,681	----------	2,018	164	440	184	303	[12] 323
April	5,400	17,500	1,296	183	457	47	1,563	----------	1,989	176	442	184	303	300
May	5,200	16,600	1,328	190	471	47	1,393	----------	1,926	183	424	177	301	218
June	5,000	15,800	1,290	193	480	48	1,288	----------	1,754	175	249	166	277	191
1937–38														
July	4,700	14,300	1,391	196	483	50	1,267	----------	1,522	124	----------	143	276	54
August	4,500	13,600	1,434	204	503	51	1,280	----------	1,435	121	(11)	127	276	78
September	4,400	13,200	1,467	210	519	53	1,277	----------	1,407	119	36	122	233	67
October	4,500	13,400	1,504	216	535	54	1,280	----------	1,431	113	243	118	263	71
November	4,700	14,000	1,543	221	546	54	1,378	----------	1,474	109	282	122	298	83
December	5,100	15,300	1,579	229	566	55	1,639	----------	1,583	102	298	130	284	109
January	5,600	17,000	1,607	235	581	57	1,924	----------	1,852	90	309	140	285	109
February	5,900	18,200	1,631	242	597	58	2,028	----------	2,026	100	317	146	276	120
March	6,200	19,500	1,654	248	612	60	2,029	----------	2,340	126	327	149	262	126
April	6,300	19,900	1,669	253	624	60	1,850	----------	2,526	180	333	153	262	117
May	6,400	20,200	1,684	257	633	62	1,728	----------	2,619	214	325	173	261	112
June	6,400	20,400	1,663	260	642	62	1,685	----------	2,704	216	200	178	238	92

[1] Figures on the number of persons employed under the Civil Works Administration are not available on a basis comparable to data on earnings under the Civil Works Administration shown in table D–2.

[2] Total number of different households receiving public relief is not estimated for months prior to July 1936 because of lack of information regarding duplication.

[3] Figures for February 1936–June 1938 include not only recipients of public assistance under the Social Security Act but also recipients of similar types of assistance in States not administering aid under the Social Security Act. Figures for 1933–35 and for States not administering these programs under plans approved by the Social Security Board are partly estimated and subject to revision.

[4] Figures for January 1933–March 1937 from the Works Progress Administration, Division of Research, Statistics, and Records. Figures for 1933–35 include only cases receiving emergency relief under the general relief program of the Federal Emergency Relief Administration. Beginning with 1936, general relief extended to cases includes that extended by local authorities from public funds under the poor laws. Figures are partly estimated and subject to revision.

[5] Figures from the Works Progress Administration, Division of Research, Statistics, and Records, include relief extended under the Federal Emergency Relief Administration to persons in need of relief employed in emergency education, students receiving student aid, and cases receiving rural rehabilitation.

[6] Figures from the Works Progress Administration, Division of Research, Statistics, and Records, are for the week ending nearest the end of the month for all programs except the National Youth Administration, for which the data represent the number of different persons employed during the month. Figures are partly estimated and subject to revision.

[7] Other agencies include bureaus of regular Government departments and independent establishments engaged in activities which could be expanded to employ relief workers, and emergency agencies such as the Public Works Administration and the Rural Electrification Administration. Figures for July 1937 and subsequent months are partly estimated and subject to revision.

[8] Includes persons certified as in need of relief employed on National Youth Administration work projects and in Young Women's Educational Camps.

[9] Figures are averages computed by the Civilian Conservation Corps from reports on the number of persons enrolled on the 10th, 20th, and last day of each month except for the Indian Division; for this Division averages are computed from daily reports.

[10] Figures from the Rural Rehabilitation Division of the Farm Security Administration (formerly the Resettlement Administration) represent the number of emergency grant vouchers certified. Ordinarily only 1 grant voucher per case is certified per month.

[11] Less than 1,000 persons employed this month.

[12] For administrative reasons, some payments which would otherwise have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

Table D–4.—Public assistance: Number of recipients and amount of obligations incurred for payments to recipients in States administering Federal funds, by months, July 1936–June 1938 [1]

[Data reported by State agencies, corrected to July 15, 1938]

Fiscal year and month	Number of recipients				Obligations incurred for payments to recipients [3]			
	Old-age assistance	Aid to dependent children [2]		Aid to the blind	Total	Old-age assistance	Aid to dependent children [2]	Aid to the blind
		Families	Children					
Total for 1936–37					$292,959,108	$243,218,650	$40,759,520	$8,980,938
July	785,807	89,174	222,610	26,500	15,783,915	13,032,617	2,104,708	646,590
August	841,389	83,999	215,024	26,901	18,071,053	15,075,404	2,332,124	663,525
September	860,065	91,738	233,795	27,478	19,355,524	16,054,389	2,617,830	683,305
October	971,194	105,113	266,620	27,982	21,434,071	17,954,267	2,774,959	704,845
November	1,032,683	108,966	276,798	28,457	22,970,129	19,292,073	2,955,249	722,807
December	1,103,865	111,715	284,193	28,970	24,613,489	20,716,136	3,159,069	738,284
January	1,148,103	117,562	299,360	29,418	25,678,607	21,596,629	3,331,572	750,406
February	1,197,954	122,256	310,088	30,118	26,756,050	22,487,356	3,501,564	767,130
March	1,255,577	128,492	324,663	30,993	28,108,626	23,575,559	3,745,327	787,740
April	1,294,471	134,707	340,683	31,594	29,004,245	24,314,121	3,894,932	795,192
May	1,325,867	165,301	411,892	33,734	30,655,532	24,706,723	5,102,226	846,583
June	1,290,720	171,415	427,446	35,042	30,527,867	24,413,376	5,239,960	874,531
Total for 1937–38					453,872,045	361,569,567	80,925,622	11,376,856
July	1,392,522	175,042	431,672	37,252	32,171,243	25,849,593	5,399,267	922,383
August	1,435,429	182,987	452,847	38,635	33,204,762	26,630,114	5,626,553	948,095
September	1,468,788	193,852	480,884	40,149	34,839,516	27,864,833	5,940,610	1,034,073
October	1,505,558	199,573	495,976	41,222	35,921,947	28,662,400	6,202,244	1,057,303
November	1,544,504	204,676	508,837	42,586	37,317,294	29,681,445	6,546,305	1,089,544
December	1,581,207	211,946	527,030	43,767	38,684,864	30,766,836	6,798,095	1,119,933
January	1,609,711	218,510	542,289	33,682	39,195,270	31,379,858	7,003,959	811,453
February	1,633,408	225,290	558,566	35,283	39,657,154	31,595,334	7,213,883	847,937
March	1,656,011	231,661	573,919	36,502	40,353,091	31,961,796	7,516,719	874,576
April	1,671,377	236,825	586,363	37,314	40,641,529	32,242,651	7,520,718	878,160
May	1,686,478	240,538	594,992	38,236	40,898,416	32,484,868	7,527,857	885,691
June	1,665,402	243,832	604,160	38,912	40,986,959	32,449,839	7,629,412	907,708

[1] Includes the 3 special types of public assistance in all States and Territories and the District of Columbia with plans approved by the Social Security Board. Figures include relatively small numbers of cases eligible under State laws for whom no Federal funds may be expended, and amounts of payments to individuals in excess of amounts which can be matched from Federal funds. No figures are included in any month for any State not administering Federal funds.

[2] Figures include estimates for Hawaii for June 1937–May 1938.

[3] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense and expense for hospitalization and burials excluded. Prior to July 1937, obligations incurred for assistance in kind and for payments to persons other than recipients for services to recipients are not included.

Table D–5.—Old-age assistance: Obligations [1] incurred for payments to recipients, number of recipients, average payment per recipient, and number of recipients per 1,000 estimated population 65 and over in States administering Federal funds, June 1937 and June 1938

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients [1]			Number of recipients			Average payment per recipient		Number of recipients per 1,000 estimated population 65 and over [2]	
	June 1937	June 1938	Percentage change	June 1937	June 1938	Percentage change	June 1937	June 1938	June 1937	June 1938
Total	$24,413,376	$32,449,839	[3] +26.2	1,290,720	1,665,402	[3] +19.1	[4] $18.91	[4] $19.48	193	218
Alabama	123,031	151,925	+23.5	11,408	15,110	+32.5	10.78	10.05	94	139
Alaska		26,212			960			27.30		240
Arizona	[5] 0	[6] 160,414		[5] 0	[6] 6,231		[5] 0	25.74	[5] 0	[6] 364
Arkansas	131,796	166,156	+26.1	14,556	18,487	+27.0	9.05	8.99	156	193
California	2,452,404	3,816,129	+55.6	78,217	118,034	+50.9	31.35	32.33	178	260
Colorado	799,425	[7] 983,661	+23.0	28,991	[7] 36,713	+26.6	27.57	26.79	406	[7] 464
Connecticut	345,307	376,623	+9.1	13,547	14,677	+8.3	25.49	25.66	119	127
Delaware	32,097	28,431	−11.4	3,001	2,628	−12.4	10.70	10.82	146	125
District of Columbia	60,746	79,181	+30.3	2,452	3,151	+28.5	24.77	25.13	62	77
Florida	126,087	428,581	+239.9	10,912	29,456	+169.9	11.55	14.55	[8] 121	318
Georgia		278,998			30,680			9.09		224
Hawaii	10,249	22,086	+115.4	813	1,744	+114.5	12.61	12.66	78	195
Idaho	182,237	183,395	+.6	7,872	8,518	+8.2	23.15	21.53	287	304
Illinois	1,902,795	2,240,134	+17.7	115,500	125,164	+8.4	16.47	17.90	237	252
Indiana	608,944	698,375	+14.7	39,218	42,970	+9.6	15.53	16.25	[8] 140	[8] 150
Iowa	544,591	946,278	+73.8	36,595	47,780	+30.6	14.88	19.80	172	220
Kansas		360,465			19,682			18.31		134
Kentucky	354,748	[5] 0		35,651	[5] 0		9.95	[5] 0	201	[5] 0
Louisiana	193,417	259,971	+34.4	20,683	26,362	+27.5	9.35	9.86	241	314
Maine	73,356	208,637	+184.4	3,674	10,158	+176.5	19.97	20.54	44	120
Maryland	239,230	296,412	+23.9	13,909	16,954	+21.9	17.20	17.48	130	156
Massachusetts	1,580,083	1,950,009	+23.4	58,884	70,156	+19.1	26.83	27.80	184	215
Michigan	615,897	1,285,598	+108.7	35,883	70,268	+95.8	17.16	18.30	[8] 128	246
Minnesota	1,198,490	1,273,492	+6.3	61,826	63,733	+3.1	19.38	19.98	327	330
Mississippi	70,783	73,078	+3.2	16,994	15,270	−10.1	4.17	4.79	196	172
Missouri	[5] 0	1,193,973		[5] 0	72,422		[5] 0	16.49	[5] 0	[8] 234
Montana	208,702	248,098	+18.9	10,036	12,177	+21.3	20.80	20.37	339	406
Nebraska	484,344	396,616	−18.1	26,839	26,357	−1.8	18.05	15.05	281	272
Nevada		53,109			1,955			27.17		326
New Hampshire	75,083	85,932	+14.4	3,427	3,735	+9.0	21.91	23.01	[8] 67	[8] 70

See footnotes at end of table.

Table D–5.—Old-age assistance: Obligations [1] incurred for payments to recipients, number of recipients, average payment per recipient, and number of recipients per 1,000 estimated population 65 and over in States administering Federal funds, June 1937 and June 1938—Continued

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients [1]			Number of recipients			Average payment per recipient		Number of recipients per 1,000 estimated population 65 and over [2]	
	June 1937	June 1938	Percentage change	June 1937	June 1938	Percentage change	June 1937	June 1938	June 1937	June 1938
New Jersey	$401,050	$491,467	+22.5	23,960	26,442	+10.4	$16.74	$18.59	99	107
New Mexico	34,311	48,956	+42.7	3,269	3,783	+15.7	10.50	12.94	174	233
New York	2,133,144	2,516,460	+13.6	96,623	106,523	+10.2	22.08	23.62	125	136
North Carolina		283,711			29,842			9.51		204
North Dakota	114,172	129,891	+13.8	6,996	7,591	+8.5	16.32	17.11	199	211
Ohio	2,313,962	2,544,630	+10.0	102,552	110,542	+7.8	22.56	23.02	218	231
Oklahoma	961,053	991,358	+3.2	64,811	65,517	+1.1	14.83	15.13	562	555
Oregon	273,182	377,748	+38.3	12,778	17,826	+39.5	21.38	21.19	[3] 158	217
Pennsylvania	1,972,669	1,952,897	−1.0	90,073	91,297	+1.4	21.90	21.39	[3] 149	[3] 148
Rhode Island	80,700	118,600	+47.0	4,510	6,310	+39.9	17.89	18.79	102	140
South Carolina		235,458			22,082			10.66		356
South Dakota	80,531	314,733	+290.8	8,623	15,844	+83.7	9.34	19.86	209	377
Tennessee		306,737			23,141			13.26		153
Texas	1,732,593	1,531,047	−11.6	126,057	111,343	−11.7	13.74	13.75	458	395
Utah	147,976	329,226	+122.3	6,540	12,982	+98.5	22.63	25.36	253	481
Vermont	46,379	73,720	+59.0	3,864	5,238	+35.6	12.00	14.07	104	138
Washington	668,021	791,584	+18.5	32,022	35,563	+11.1	20.86	22.26	274	289
West Virginia	278,276	257,225	−7.6	18,128	18,393	+1.5	15.35	13.98	208	225
Wisconsin	702,623	820,523	+16.4	36,208	40,714	+12.4	19.41	20.15	170	188
Wyoming	58,892	61,899	+5.1	2,818	2,897	+2.8	20.90	21.37	278	297

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. Figures for June 1938 include direct assistance to recipients amounting to $32,353,482 and obligations incurred for assistance in kind and for payments to persons other than those certified for old-age assistance for rendering services to recipients amounting to $96,357 in 5 States. The comparison of the amounts incurred for both months excludes the amount of $96,357 incurred for June 1938, because these items were not included in the reports for June 1937. Expense for hospitalization and burials is excluded for both months.

[2] Rate for June 1937 is based on estimated population 65 years of age and over, as of Jan. 1, 1937; rate for June 1938 is based on estimated population 65 years of age and over, as of Jan. 1, 1938. Population was estimated with the advice of the U. S. Bureau of the Census.

[3] Comparison made for 41 States, the District of Columbia, and Hawaii, which had plans approved for both months.

[4] Arithmetic mean. The inclusion of the additional items for June 1938, indicated in footnote 1, does not affect the average monthly payment appreciably.

[5] Plan approved, but no payments were made for this month.

[6] Includes $1,033 incurred from State and local funds for payments to 41 recipients under 65 years of age whose applications for old-age assistance under State plan had not been approved. Rate per 1,000 excludes these recipients.

[7] Includes $76,445 incurred for payments to 2,872 recipients who were between the ages of 60 and 65 years. Rate per 1,000 excludes these recipients.

[8] Minimum age under State plan 70 years, but rate is based on population 65 years and over.

Table D–6.—Old-age assistance: Obligations [1] incurred for payments to recipients in States administering Federal funds, total for the fiscal year 1936–37, and, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients of old-age assistance [1]													
	Total for fiscal year (in thousands)		By months, fiscal year 1937–38											
	1936–37	1937–38	July	August	September	October	November	December	January	February	March	April	May	June
Total	$243,219	$361,570	$25,849,593	$26,630,114	$27,864,833	$28,662,400	$29,631,445	$30,766,836	$31,379,858	$31,595,334	$31,961,796	$32,242,651	$32,484,868	$32,449,839
Alabama	1,371	1,793	128,703	136,045	138,596	149,067	151,829	154,535	155,544	156,527	159,473	158,797	151,932	151,925
Alaska	-------	238	15,295	15,170	15,680	15,850	17,125	19,680	20,355	21,460	22,400	23,752	25,097	26,212
Arizona	[2] 0	1,417	8,738	75,530	88,314	102,568	119,599	128,932	135,888	141,143	146,952	152,505	156,832	160,414
Arkansas	1,400	2,080	167,000	174,454	174,220	173,528	174,972	176,416	178,809	176,809	175,057	171,791	170,390	166,156
California	23,731	38,759	2,525,075	2,578,962	2,847,119	2,973,000	3,104,514	3,244,261	3,326,191	3,429,742	3,559,547	3,606,284	3,748,022	3,816,129
Colorado	8,587	12,917	804,806	802,976	1,078,985	1,206,087	1,291,864	1,356,757	1,374,772	1,116,993	956,949	967,437	975,797	983,661
Connecticut	3,594	4,399	362,352	365,013	353,680	366,754	357,339	371,691	372,889	339,216	378,404	369,675	385,225	376,623
Delaware	375	364	31,466	31,731	31,506	31,260	31,184	31,016	30,696	30,133	29,500	28,792	28,398	28,431
District of Columbia	431	870	62,740	63,251	66,033	67,737	70,593	73,244	75,344	77,183	78,302	78,475	78,393	79,181
Florida	837	4,014	125,241	171,653	226,851	279,392	323,045	364,459	398,147	413,919	425,438	428,712	428,384	428,581
Georgia	-------	2,427	56,525	94,232	125,851	164,859	195,663	218,355	232,961	249,503	264,491	270,777	274,627	278,998
Hawaii	77	226	14,202	15,175	17,173	17,570	18,655	19,527	21,764	19,946	18,297	20,427	21,421	22,086
Idaho	2,175	2,146	177,713	176,806	176,508	176,084	174,184	176,093	178,046	179,833	181,539	182,104	183,226	183,395
Illinois	16,228	24,617	1,853,717	1,886,113	1,974,237	1,996,639	2,032,621	2,043,858	2,069,044	2,088,828	2,120,023	2,137,315	2,174,790	2,240,134
Indiana	5,663	8,003	622,014	633,436	643,830	654,199	662,375	670,128	673,593	677,831	683,220	689,316	694,480	698,375
Iowa	5,490	9,795	575,042	614,196	639,627	674,881	861,882	878,919	898,803	908,943	922,636	932,754	941,229	946,278
Kansas	-------	2,757	----------	29,917	104,679	159,897	207,275	251,086	289,771	317,059	334,198	344,680	358,179	360,465
Kentucky	1,681	3,890	386,102	405,644	403,137	400,816	364,401	343,769	328,868	318,552	314,824	312,766	310,700	[2] 0
Louisiana	1,955	2,976	237,148	256,531	264,340	232,601	234,600	239,508	243,462	247,004	249,915	254,097	256,908	259,971
Maine	803	859	72,875	71,012	[3]	[3]	[3]	978	12,408	54,076	104,405	150,315	184,327	208,637
Maryland	2,444	3,343	247,861	254,410	259,641	267,273	275,628	283,581	287,660	290,487	291,714	294,006	294,442	296,412
Massachusetts	14,811	21,639	1,625,476	1,646,677	1,676,110	1,709,961	1,769,643	1,812,981	1,832,477	1,866,860	1,899,591	1,921,918	1,926,906	1,950,009
Michigan	6,529	13,821	737,210	878,896	981,562	1,055,348	1,135,602	1,200,816	1,266,238	1,331,920	1,342,164	1,313,299	1,292,608	1,285,598
Minnesota	12,441	14,839	1,208,271	1,215,348	1,214,343	1,217,609	1,223,115	1,228,575	1,238,762	1,243,784	1,250,548	1,257,672	1,267,221	1,273,492
Mississippi	795	849	70,210	70,192	70,529	70,743	71,215	70,394	69,851	70,058	69,633	70,560	72,412	73,078
Missouri	6,382	12,464	912,332	935,295	944,035	947,519	981,119	1,042,820	1,062,917	1,072,037	1,085,642	1,122,851	1,163,037	1,193,973
Montana	1,867	2,810	214,975	220,521	223,118	227,779	227,384	233,131	238,284	240,763	243,046	245,486	247,391	248,098

See footnotes at end of table.

Table D–6.—Old-age assistance: Obligations[1] incurred for payments to recipients in States administering Federal funds, total for the fiscal year 1936–37, and, by months, for the fiscal year 1937–38—Continued

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients of old-age assistance[1]													
	Total for fiscal year (in thousands)		By months, fiscal year 1937–38											
	1936–37	1937–38	July	August	September	October	November	December	January	February	March	April	May	June
Nebraska	$4,973	$4,753	$354,540	$350,361	$349,609	$355,710	$383,235	$429,313	$438,967	$444,495	$446,986	$405,694	$397,569	$396,616
Nevada	----------	403	----------	2,682	12,174	23,962	30,804	38,428	43,128	46,432	49,414	50,806	52,071	53,109
New Hampshire	818	968	75,032	76,166	77,049	77,786	79,092	80,595	81,727	82,735	83,281	84,089	84,889	85,932
New Jersey	4,203	5,445	406,019	412,845	421,216	431,970	442,855	453,132	464,384	471,534	478,379	484,542	486,623	491,467
New Mexico	471	528	35,879	36,554	39,004	39,893	41,409	45,525	47,738	48,554	48,143	47,691	48,283	48,956
New York	19,792	28,983	2,179,748	2,260,266	2,294,908	2,378,658	2,399,739	2,454,120	2,491,159	2,490,909	2,499,864	2,512,669	2,504,859	2,516,460
North Carolina	----------	2,212	32,102	68,243	106,683	135,817	166,779	193,759	208,961	227,654	247,855	265,082	275,083	283,711
North Dakota	1,151	1,475	115,038	116,022	117,093	118,274	120,431	121,677	123,953	126,342	128,156	129,252	129,252	129,891
Ohio	27,319	28,564	2,319,350	2,276,773	2,269,955	2,205,948	2,193,205	2,416,977	2,414,627	2,431,712	2,465,634	2,500,989	2,523,944	2,544,630
Oklahoma	6,855	12,196	986,086	1,001,372	1,008,703	1,020,600	1,029,472	1,042,255	1,042,394	1,032,617	1,024,071	1,015,073	1,002,127	991,358
Oregon	3,016	3,749	274,803	275,863	274,968	274,021	275,578	277,967	317,634	327,980	341,648	359,417	371,321	377,748
Pennsylvania	17,025	24,481	2,009,899	2,041,174	2,068,674	2,068,281	2,073,722	2,080,842	2,080,618	2,061,237	2,039,684	2,019,242	1,984,936	1,952,897
Rhode Island	686	1,242	85,554	88,749	91,017	94,371	99,134	104,529	107,899	109,933	111,863	113,883	116,215	118,600
South Carolina	----------	1,612	----------	10,295	38,938	75,575	113,981	145,754	164,370	186,368	201,278	215,166	224,982	235,458
South Dakota	1,475	2,765	82,732	84,187	178,957	192,347	230,706	243,459	263,152	276,546	288,510	300,423	308,851	314,733
Tennessee	----------	2,204	10,173	44,737	71,835	102,048	134,573	178,411	209,256	259,114	285,014	297,365	304,338	306,737
Texas	17,420	18,713	1,653,162	1,603,671	1,583,753	1,556,301	1,571,530	1,558,247	1,543,706	1,532,003	1,525,684	1,526,759	1,527,939	1,531,047
Utah	1,428	3,373	171,017	207,004	243,718	263,078	280,723	296,821	305,035	312,736	316,833	321,082	325,587	329,226
Vermont	548	851	54,097	63,692	66,784	68,610	70,043	73,244	75,209	78,206	77,185	75,988	74,307	73,720
Washington	6,758	9,677	698,722	725,937	752,498	782,449	804,312	820,586	855,623	868,949	885,017	892,340	799,217	791,584
West Virginia	1,306	3,200	293,135	286,762	273,298	266,385	262,083	261,495	260,750	260,909	259,142	259,521	259,119	257,225
Wisconsin	7,659	9,137	709,938	717,417	724,335	731,369	740,735	753,991	765,765	776,963	789,030	797,644	809,154	820,523
Wyoming	650	727	59,478	60,156	59,960	59,926	59,878	60,199	60,259	60,797	61,217	61,371	61,828	61,899

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense and the expense of hospitalization and burials excluded. Figures for the fiscal year 1936–37 also exclude the amount of obligations incurred for assistance in kind and for payments to persons other than those certified for old-age assistance for rendering services to recipients.

[2] Plan approved, but no payments were made.

[3] The old-age assistance law expired by its own limitation Aug. 31, 1937. A new law was not effective until Dec. 1, 1937, and no Federal funds were granted for September, October, or November.

Table D–7.—Old-age assistance: Number of recipients [1] in States administering Federal funds, monthly average number for the fiscal year 1936–37, and number, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of recipients [1] of old-age assistance												
	Monthly average, fiscal year 1936–37	By months, fiscal year 1937–38											
		July	August	September	October	November	December	January	February	March	April	May	June
Total		1,392,522	1,435,429	1,468,788	1,505,558	1,544,504	1,581,207	1,609,711	1,633,408	1,656,011	1,671,377	1,686,478	1,665,402
Alabama	10,637	11,937	12,374	12,521	13,128	13,637	13,968	14,205	14,498	14,875	15,049	14,933	15,110
Alaska		566	562	574	577	612	688	713	759	802	864	917	960
Arizona	[2] 0	349	3,021	3,546	4,177	4,743	5,116	5,373	5,559	5,766	5,964	6,111	6,231
Arkansas	13,886	18,397	19,192	19,157	19,052	19,187	19,287	19,523	19,341	19,143	18,797	18,674	18,487
California	62,904	80,256	81,781	85,249	89,168	93,330	97,943	100,834	104,201	108,966	110,874	116,040	118,034
Colorado	26,394	29,194	29,115	26,913	30,279	32,518	34,250	34,718	35,314	35,813	36,177	36,482	36,713
Connecticut	11,764	13,719	13,793	13,882	14,045	14,066	14,131	14,275	14,288	14,358	14,408	14,553	14,677
Delaware	2,950	2,936	2,955	2,930	2,907	2,887	2,871	2,837	2,785	2,733	2,662	2,625	2,628
District of Columbia	1,558	2,454	2,592	2,716	2,760	2,840	2,931	2,999	3,051	3,093	3,093	3,119	3,151
Florida	8,397	10,838	11,859	14,357	17,551	20,217	22,893	25,478	26,593	27,599	28,335	28,888	29,456
Georgia		5,002	8,872	12,171	16,338	19,804	22,286	23,989	25,923	27,807	28,895	29,771	30,680
Hawaii	613	1,086	1,185	1,324	1,342	1,357	1,412	1,575	1,588	1,605	1,635	1,720	1,744
Idaho	7,825	7,862	7,932	7,944	7,972	8,023	8,123	8,245	8,328	8,409	8,435	8,502	8,518
Illinois	86,511	112,607	114,539	119,100	120,195	121,759	121,006	121,548	121,482	122,386	122,204	123,394	125,164
Indiana	34,588	39,829	40,372	40,816	41,239	41,575	41,887	41,941	42,042	42,250	42,531	42,773	42,970
Iowa	31,094	35,333	40,042	41,138	42,363	43,676	44,415	45,440	45,917	46,626	47,131	47,523	47,780
Kansas			2,565	6,440	9,139	11,312	13,554	15,331	16,637	17,612	18,535	19,339	19,682
Kentucky	15,346	38,816	40,789	40,517	40,299	36,308	35,050	34,396	33,960	33,611	33,422	33,214	[2] 0
Louisiana	14,097	22,156	23,786	24,590	23,426	23,840	24,132	24,467	24,930	25,336	25,819	26,036	26,362
Maine	3,645	3,630	3,574	[3]	[3]	[3]	42	566	2,583	5,048	7,318	8,982	10,158
Maryland	12,169	14,386	14,772	15,050	15,474	15,955	16,250	16,414	16,515	16,626	16,722	16,829	16,954
Massachusetts	46,950	60,049	60,733	61,524	62,568	63,856	64,896	65,912	66,665	67,665	68,504	69,348	70,156
Michigan	32,753	42,029	48,774	52,835	56,219	60,077	63,318	66,759	70,487	71,310	70,319	70,383	70,268
Minnesota	54,766	62,099	62,334	62,165	62,170	62,366	62,830	62,832	62,973	63,084	63,265	63,553	63,733
Mississippi	17,130	16,534	16,311	16,053	15,821	15,748	15,576	15,403	15,321	15,189	15,179	15,282	15,270
Missouri	53,197	73,309	73,552	73,534	73,625	74,416	76,365	76,161	74,073	72,568	72,317	72,394	72,442
Montana	7,579	10,323	10,615	10,743	11,022	11,062	11,401	11,671	11,828	11,948	12,071	12,146	12,177

See footnotes at end of table.

Table D–7.—Old-age assistance: Number of recipients [1] in States administering Federal funds, monthly average number for the fiscal year 1936–37, and number, by months, for the fiscal year 1937–38—Continued

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of recipients [1] of old-age assistance												
	Monthly average, fiscal year 1936–37	By months, fiscal year 1937–38											
		July	August	September	October	November	December	January	February	March	April	May	June
Nebraska	24,460	25,904	25,753	25,688	25,627	25,628	25,750	25,909	26,049	26,190	25,923	26,262	26,357
Nevada			123	422	837	1,090	1,386	1,571	1,699	1,813	1,868	1,922	1,955
New Hampshire	3,165	3,433	3,457	3,491	3,510	3,558	3,592	3,638	3,683	3,694	3,701	3,714	3,735
New Jersey	21,475	24,087	24,312	24,559	24,807	25,121	25,372	25,632	25,778	25,956	26,161	26,277	26,442
New Mexico	2,684	3,316	3,341	3,444	3,462	3,493	3,712	3,816	3,829	3,817	3,789	3,784	3,783
New York	76,265	98,377	99,488	100,272	101,152	101,972	102,924	103,801	104,292	104,479	104,807	105,770	106,523
North Carolina		3,417	7,689	11,760	14,897	18,051	20,868	22,490	24,284	26,302	27,962	29,029	29,842
North Dakota	6,047	7,017	7,047	7,091	7,124	7,204	7,247	7,340	7,441	7,521	7,563	7,566	7,591
Ohio	97,904	103,480	103,434	103,773	103,747	103,437	104,614	104,619	105,533	107,129	108,718	109,700	110,542
Oklahoma	49,040	66,485	67,476	67,879	68,483	68,879	69,392	69,224	68,448	67,869	67,173	66,262	65,517
Oregon	11,885	12,846	12,872	12,829	12,787	12,852	12,963	14,823	15,309	16,004	16,907	17,506	17,826
Pennsylvania	65,294	91,370	92,453	93,517	93,607	94,684	95,504	95,775	95,028	94,337	93,871	92,561	91,297
Rhode Island	3,272	4,779	4,965	5,094	5,236	5,453	5,697	5,859	5,942	6,038	6,133	6,212	6,310
South Carolina			941	3,426	6,665	10,158	13,216	15,144	17,334	18,816	20,091	21,078	22,082
South Dakota	9,300	8,933	9,149	9,680	10,447	12,619	13,261	14,265	14,795	15,241	15,539	15,713	15,844
Tennessee		811	3,540	5,610	7,787	10,234	13,394	15,565	19,410	21,410	22,438	22,986	23,141
Texas	98,577	120,293	116,579	115,454	113,555	114,645	113,703	112,576	111,617	111,061	111,103	111,198	111,343
Utah	5,397	6,707	7,891	9,349	10,185	10,894	11,589	11,935	12,265	12,461	12,670	12,833	12,982
Vermont	3,964	4,293	4,786	4,968	5,022	5,076	5,214	5,302	5,486	5,423	5,349	5,281	5,238
Washington	27,542	33,042	33,758	34,352	35,336	35,533	35,871	37,059	37,244	37,559	37,932	35,677	35,563
West Virginia	11,362	19,041	18,932	18,687	18,663	18,606	18,659	18,647	18,649	18,541	18,589	18,538	18,393
Wisconsin	33,870	36,358	36,594	36,809	36,927	37,310	37,816	38,276	38,784	39,236	39,699	40,190	40,714
Wyoming	2,598	2,837	2,858	2,845	2,839	2,836	2,842	2,840	2,868	2,886	2,866	2,888	2,897

[1] The number of recipients reported in this table is the number whose applications for old-age assistance have been approved formally. This number may be less than the total number of persons eligible for and receiving old-age assistance, since in certain States 1 grant may be made to cover the needs of 2 or more aged persons. The number is also less than the total number of persons in households receiving old-age assistance, since only the person formally granted and receiving old-age assistance for each month is counted.

[2] Plan approved, but no payments were made.

[3] The old-age assistance law expired by its own limitation Aug. 31, 1937. A new law was not effective until Dec. 1, 1937, and no Federal funds were granted for September, October, or November.

Table D–8.—Old-age assistance: Average payment per recipient [1] in States administering Federal funds, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Average payment per recipient of old-age assistance [1]											
	July	August	September	October	November	December	January	February	March	April	May	June
Median for States making payments [2]	$16.86	$16.73	$17.15	$17.41	$18.18	$18.36	$18.44	$18.60	$18.68	$18.59	$18.52	$18.59
Alabama	10.78	10.99	11.07	11.35	11.13	11.06	10.95	10.80	10.72	10.55	10.17	10.05
Alaska	27.02	26.99	27.32	27.47	27.98	28.60	28.55	28.27	27.93	27.49	27.37	27.30
Arizona	25.04	25.00	24.91	24.56	25.22	25.20	25.29	25.39	25.49	25.57	25.66	25.74
Arkansas	9.08	9.09	9.09	9.11	9.12	9.15	9.16	9.14	9.14	9.14	9.12	8.99
California	31.46	31.53	33.40	33.34	33.26	33.12	32.99	32.91	32.67	32.53	32.30	32.33
Colorado	27.57	27.58	40.09	39.83	39.73	39.61	39.60	31.63	26.72	26.74	26.75	26.79
Connecticut	26.41	26.46	25.48	26.11	25.40	26.30	26.12	23.74	26.35	25.66	26.47	25.66
Delaware	10.72	10.74	10.75	10.75	10.80	10.80	10.82	10.82	10.79	10.82	10.82	10.82
District of Columbia	25.57	24.40	24.31	24.54	24.86	24.99	25.12	25.30	25.32	25.37	25.13	25.13
Florida	11.56	14.47	15.80	15.92	15.98	15.92	15.63	15.56	15.41	15.13	14.83	14.55
Georgia	11.30	10.62	10.34	10.09	9.88	9.80	9.71	9.62	9.51	9.37	9.22	9.09
Hawaii	13.08	12.81	12.97	13.09	13.75	13.83	13.82	12.56	11.40	12.49	12.45	12.66
Idaho	22.60	22.29	22.22	22.09	21.71	21.68	21.59	21.59	21.59	21.59	21.55	21.53
Illinois	16.46	16.47	16.58	16.61	16.69	16.89	17.02	17.19	17.32	17.49	17.62	17.90
Indiana	15.62	15.69	15.77	15.86	15.93	16.00	16.06	16.12	16.17	16.21	16.24	16.25
Iowa	16.27	15.34	15.55	15.93	19.73	19.79	19.78	19.80	19.79	19.79	19.81	19.80
Kansas	----------	11.66	16.25	17.50	18.32	18.52	18.90	19.06	18.98	18.60	18.52	18.31
Kentucky	9.95	9.94	9.95	9.95	10.04	9.81	9.56	9.38	9.37	9.36	9.35	[3] 0
Louisiana	10.70	10.78	10.75	9.93	9.84	9.92	9.95	9.91	9.86	9.84	9.87	9.86
Maine	20.08	19.87	[4]	[4]	[4]	23.29	21.92	20.94	20.68	20.54	20.52	20.54
Maryland	17.23	17.22	17.25	17.27	17.28	17.45	17.53	17.59	17.55	17.58	17.50	17.48
Massachusetts	27.07	27.11	27.24	27.33	27.71	27.94	27.80	28.00	28.07	28.06	27.79	27.80
Michigan	17.54	18.02	18.58	18.77	18.90	18.96	18.97	18.90	18.82	18.68	18.37	18.30
Minnesota	19.46	19.50	19.53	19.59	19.61	19.55	19.72	19.75	19.82	19.88	19.94	19.98
Mississippi	4.25	4.30	4.39	4.47	4.52	4.52	4.53	4.57	4.58	4.65	4.74	4.79
Missouri	12.45	12.72	12.84	12.87	13.18	13.66	13.96	14.47	14.96	15.53	16.07	16.49
Montana	20.82	20.77	20.77	20.67	20.56	20.45	20.42	20.36	20.34	20.34	20.37	20.37
Nebraska	13.69	13.60	13.61	13.88	14.95	16.67	16.94	17.06	17.07	15.65	15.14	15.05
Nevada	----------	21.80	28.85	28.63	28.26	27.73	27.45	27.33	27.26	27.20	27.09	27.17
New Hampshire	21.86	22.03	22.07	22.16	22.23	22.44	22.46	22.46	22.54	22.72	22.86	23.01

See footnotes at end of table.

Table D–8.—Old-age assistance: Average payment per recipient [1] in States administering Federal funds, by months, for the fiscal year 1937–38—Continued

[Data reported by State agencies, corrected to July 15, 1938]

State	Average payment per recipient of old-age assistance [1]											
	July	August	September	October	November	December	January	February	March	April	May	June
New Jersey	$16.86	$16.98	$17.15	$17.41	$17.63	$17.86	$18.12	$18.29	$18 43	$18.52	$18.52	$18.59
New Mexico	10.82	10.94	11.33	11.52	11.85	12.26	12.51	12.68	12.61	12.59	12.76	12.94
New York	22.16	22.72	22.89	23.52	23.53	23.84	24.00	23.88	23.93	23.97	23.68	23.62
North Carolina	9.39	8.88	9.07	9.12	9.24	9.28	9.29	9.37	9.42	9.48	9.48	9.51
North Dakota	16.39	16.46	16.51	16.60	16.72	16.79	16.89	16.98	17.04	17.09	17.08	17.11
Ohio	22.41	22.01	21.87	21.26	21.20	23.10	23.08	23.04	23.02	23.00	23.01	23.02
Oklahoma	14.83	14.84	14.86	14.90	14.95	15.02	15.06	15.09	15.09	15.11	15.12	15.13
Oregon	21.39	21.43	21.43	21.43	21.44	21.44	21.43	21.42	21.35	21.26	21.21	21.19
Pennsylvania	22.00	22.08	22.12	22.10	21.90	21.79	21.72	21.69	21.62	21.51	21.44	21.39
Rhode Island	17.90	17.87	17.87	18.02	18.18	18.35	18.42	18.50	18.53	18.57	18.71	18.79
South Carolina	----------	10.94	11.37	11.34	11.22	11.03	10.85	10.75	10.70	10.71	10.67	10.66
South Dakota	9.26	9.20	18.49	18.41	18.28	18.36	18.45	18.69	18.93	19.33	19.66	19.86
Tennessee	12.54	12.64	12.80	13.10	13.15	13.32	13.44	13.35	13.31	13.25	13.24	13.26
Texas	13.74	13.76	13.72	13.71	13.71	13.70	13.71	13.73	13.74	13.74	13.74	13.75
Utah	25.50	26.23	26.07	25.83	25.77	25.61	25.56	25.50	25.43	25.34	25.37	25.36
Vermont	12.60	13.31	13.44	13.66	13.80	14.05	14.19	14.26	14.23	14.21	14.07	14.07
Washington	21.15	21.50	21.91	22.14	22.64	22.88	23.09	23.33	23.56	23.52	22.40	22.26
West Virginia	15.39	15.15	14.63	14.27	14.09	14.01	13.98	13.99	13.98	13.96	13.98	13.98
Wisconsin	19.53	19.60	19.68	19.81	19.85	19.94	20.01	20.03	20.11	20.09	20.13	20.15
Wyoming	20.97	21.05	21.08	21.11	21.11	21.18	21.22	21.20	21.21	21.41	21.41	21.37

[1] See footnote 1, table D–5.

[2] The average monthly payment per recipient for each State is the arithmetic mean. See table D–7 for number of recipients and table D–6 for amount of obligations incurred for payments to recipients.

[3] Plan approved, but no payments were made.

[4] The old-age assistance law expired by its own limitation Aug. 31, 1937. A new law was not effective until Dec. 1, 1937, and no Federal funds were granted for September, October, or November.

Table D–9.—Old-age assistance: Number of applications [1] in States administering Federal funds during the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of applications for old-age assistance [1]						
	Pending [2]	Received during 1937–38	Total during 1937–38	Disposed of during 1937–38			Pending June 30, 1938
				Total	Approved	Other disposition	
Total	238,267	944,146	1,182,413	906,909	617,026	289,883	275,504
Alabama	2,961	15,178	18,139	14,720	6,815	7,905	3,419
Alaska	0	671	671	624	555	69	47
Arizona	5,378	4,195	9,573	8,728	6,538	2,190	845
Arkansas	11,446	13,133	24,579	12,620	6,987	5,633	11,959
California	7,660	64,834	72,494	62,568	49,782	12,786	9,926
Colorado	651	18,632	19,283	18,346	13,891	4,455	937
Connecticut	953	3,917	4,870	3,743	2,870	873	1,127
Delaware	939	1,125	2,064	797	164	633	1,267
District of Columbia	955	1,256	2,211	1,849	1,002	847	362
Florida	8,414	36,283	44,697	32,470	21,427	11,043	12,227
Georgia	0	89,620	89,620	49,943	37,074	12,869	39,677
Hawaii	79	1,222	1,301	1,228	967	261	73
Idaho	252	2,869	3,121	2,795	1,797	996	328
Illinois	26,577	30,966	57,543	42,893	25,894	16,999	14,650
Indiana	2,938	14,056	16,994	14,835	9,503	5,332	2,159
Iowa	7,887	18,795	26,682	22,290	14,364	7,926	4,392
Kansas	0	29,566	29,566	27,770	21,919	5,851	1,796
Kentucky	24,046	11,600	35,646	13,304	5,957	7,347	22,342
Louisiana	4,594	13,452	18,046	14,797	9,009	5,788	3,249
Maine [3]	0	21,141	21,141	11,366	10,362	1,004	9,775
Maryland	5,177	6,293	11,470	8,583	5,012	3,571	2,887
Massachusetts	1,889	30,156	32,045	30,680	22,996	7,684	1,365
Michigan	4,767	77,138	81,905	57,608	41,789	15,819	24,297
Minnesota	1,863	13,573	15,436	13,710	9,882	3,828	1,726
Mississippi	1,631	5,622	7,253	3,156	2,251	905	4,097
Missouri	31,862	20,369	52,231	41,028	35,147	5,881	11,203
Montana	685	4,808	5,493	5,196	3,691	1,505	297
Nebraska	1,007	5,690	6,697	5,697	4,356	1,341	1,000
Nevada	1,982	1,028	3,010	2,846	2,161	685	164
New Hampshire	202	1,644	1,846	1,641	1,020	621	205
New Jersey	1,721	12,583	14,304	12,910	7,309	5,601	1,394
New Mexico	1,256	1,605	2,861	2,145	1,036	1,109	716
New York	11,077	44,233	55,310	46,214	26,236	19,978	9,096
North Carolina	0	55,672	55,672	48,596	34,003	14,593	7,076
North Dakota	769	2,479	3,248	2,536	1,559	977	712
Ohio	22,182	28,611	50,793	32,926	19,183	13,743	17,867
Oklahoma	4,127	12,234	16,361	12,933	7,856	5,077	3,428
Oregon	947	13,137	14,084	11,038	7,567	3,471	3,046
Pennsylvania	6,533	37,490	44,023	38,010	20,681	17,329	6,013
Rhode Island	3,054	2,937	5,991	5,389	2,638	2,751	602
South Carolina	0	43,755	43,755	37,429	24,418	13,011	6,326
South Dakota	2,905	10,113	13,018	12,558	9,387	3,171	460
Tennessee	0	43,130	43,130	32,415	24,665	7,750	10,715
Texas	4,273	29,297	33,570	29,045	19,752	9,293	4,525
Utah	155	9,145	9,300	9,094	7,714	1,380	206
Vermont	3,223	1,953	5,176	4,753	2,065	2,688	423
Washington	13,551	13,733	27,284	15,741	10,375	5,366	11,543
West Virginia	4,178	8,481	12,659	11,190	4,943	6,247	1,469
Wisconsin	1,360	13,982	15,342	13,381	9,900	3,481	1,961
Wyoming	161	744	905	777	557	220	128

[1] Figures for each State are limited to those months for which Federal funds were available.
[2] Figures represent the number of applications pending on July 1, 1937, or at the beginning of the first month for which Federal funds were available subsequent to July 1, 1937.
[3] Figures cover the period from Dec. 1, 1937, the date on which Federal funds became available under a revised State plan.

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Table D–10.—Aid to dependent children: Obligations [1] incurred for payments to families, number of children, average payment per family, and number of recipients per 1,000 estimated population under 16 in States administering Federal funds, June 1937 and June 1938

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to families [1]			Number of children			Average payment per family		Number of recipients per 1,000 estimated population under 16 [2]	
	June 1937	June 1938	Percentage change	June 1937	June 1938	Percentage change	June 1937	June 1938	June 1937	June 1938
Total	$5,239,960	$7,629,412	[3] +27.4	427,446	604,160	[3] +16.8	[4] $30.57	[4] $31.29	[5] 19	21
Alabama	54,801	70,074	+27.8	14,286	15,999	+12.0	11.35	13.02	14	16
Arizona	35,883	56,606	+57.8	3,514	5,149	+46.5	30.31	32.78	27	40
Arkansas	54,113	47,699	−11.9	14,240	12,121	−14.9	10.31	10.65	21	18
California	328,408	463,046	+41.0	23,107	30,896	+33.7	33.67	36.87	[6] 17	[6] 23
Colorado	97,725	113,935	+16.6	8,397	9,568	+13.9	30.51	30.98	28	32
Delaware	12,229	16,292	+33.2	995	1,217	+22.3	29.90	31.33	14	18
District of Columbia	57,319	54,857	−4.6	3,470	3,566	+2.8	46.87	46.21	[6] 28	[6] 28
Georgia		86,023			10,959			21.45		11
Hawaii	21,535	29,618	+37.5	2,492	3,146	+26.2	30.90	33.20	15	23
Idaho	58,611	65,345	+11.5	5,424	5,897	+8.7	25.90	26.13	35	38
Indiana	235,061	381,374	+62.2	18,898	29,645	+56.9	28.63	27.43	20	32
Kansas		118,635			10,004			28.77		19
Louisiana	88,438	180,821	+104.5	19,520	25,499	+30.6	13.13	20.25	28	37
Maine	46,108	51,576	+11.9	3,393	3,654	+7.7	36.45	37.54	14	15
Maryland	176,368	223,966	+27.0	16,168	19,859	+22.8	30.94	31.10	35	44
Massachusetts	382,669	498,712	+30.3	16,532	21,348	+29.1	61.34	57.73	(7)	19
Michigan	335,748	436,116	+23.3	25,885	28,055	+8.4	30.60	36.28	19	21
Minnesota		198,077			14,495			34.82		[6] 20
Missouri		120,870			9,946			31.71		10
Montana	26,905	55,304	+105.6	2,424	4,667	+92.5	27.04	28.02	16	31
Nebraska	116,483	106,161	−8.9	10,235	10,167	−.7	27.59	24.27	26	26
New Hampshire	12,315	13,777	+11.9	944	989	+4.8	36.87	38.48	7	7
New Jersey	296,977	334,394	+10.4	24,287	25,476	+4.9	27.64	29.16	[6] 21	[6] 22
New Mexico	23,548	37,213	+58.0	3,042	4,204	+38.2	22.60	25.90	20	29
New York	1,063,524	1,331,077	+25.2	58,460	57,569	−1.5	42.01	47.59	19	18
North Carolina		119,253			20,605			16.17		16
North Dakota	[8] 0	30,714		[8] 0	2,859		[8] 0	33.79	[8] 0	12
Ohio	327,884	430,567	+30.1	26,207	31,144	+18.8	34.11	39.50	[9] 14	[9] 15
Oklahoma	130,689	228,457	+74.8	27,986	33,709	+20.4	11.06	15.63	34	41
Oregon	18,487	53,298	+188.3	1,839	3,219	+75.0	21.32	37.27	8	13

Pennsylvania	543,147	611,147	+12.5	39,752	44,197	+11.2	35.43	34.13	13	15
Rhode Island	39,415	44,848	+13.8	2,269	2,550	+12.4	52.21	48.70	12	14
South Carolina		76,475			10,893			20.40		16
Tennessee		189,616			28,164			18.42		31
Utah	69,803	82,322	+15.0	5,646	6,864	+21.6	31.06	29.41	32	39
Vermont	7,133	7,730	+8.4	851	1,046	+22.9	18.38	23.07	8	10
Washington	193,622	164,455	−15.1	14,127	13,127	−7.1	29.44	27.57	35	33
West Virginia	79,952	123,279	+54.2	10,573	16,729	+58.2	22.67	21.60	17	26
Wisconsin	284,771	357,572	+22.4	20,792	23,478	+12.9	31.56	35.37	[6] 25	[6] 29
Wyoming	20,289	18,111	−10.7	1,691	1,481	−12.4	29.58	30.13	25	22

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. Figures for June 1938 include direct assistance to recipients amounting to $7,585,259 and obligations incurred for assistance in kind and for payments to persons other than those certified for aid to dependent children for rendering services to recipients amounting to $44,153 in 6 States and the District of Columbia. The comparison of the amounts incurred for both months excludes the amount of $44,153 incurred for June 1938, because these items were not included in the reports for June 1937. Expense for hospitalization and burials is excluded for both months.

[2] Rate for June 1937 is based on estimated population under 16 years of age as of Jan. 1, 1937; rate for June 1938 is based on estimated population under 16 years of age as of Jan. 1, 1938. Population was estimated with the advice of the U. S. Bureau of the Census.

[3] Comparison made for 31 States, the District of Columbia, and Hawaii which had plans approved for both months.

[4] Arithmetic mean. The inclusion of the additional items for June 1938, indicated in footnote 1, does not affect the average monthly payment appreciably.

[5] For 31 States; excludes Massachusetts and North Dakota.

[6] Maximum age under State plan over 16 years, but rate is based on population under 16 years of age.

[7] Rate not computed, because count of children was incomplete.

[8] Plan approved, but no payments were made for this month.

[9] Maximum age under State plan over 16 years, but rate is based on number of recipients and population under 16 years.

Table D–11.—Aid to dependent children: Obligations [1] incurred for payments to recipients in States administering Federal funds, total for the fiscal year 1936–37, and, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients of aid to dependent children [1]													
	Total for fiscal year (in thousands)		By months, fiscal year 1937–38											
	1936–37	1937–38	July	August	September	October	November	December	January	February	March	April	May	June
Total	$40,760	$80,926	$5,399,267	$5,626,553	$5,940,610	$6,202,244	$6,546,305	$6,798,095	$7,003,959	$7,213,883	$7,516,719	$7,520,718	$7,527,857	$7,629,412
Alabama	678	784	55,508	58,206	58,696	65,325	64,392	68,000	69,427	67,948	69,766	69,171	67,558	70,074
Arizona	315	566	38,762	40,212	42,705	44,463	45,241	44,975	46,218	48,003	50,249	53,537	55,214	56,606
Arkansas	463	602	49,854	53,710	52,986	51,044	50,642	50,520	50,798	49,564	49,023	48,465	47,952	47,699
California	3,468	4,794	338,927	333,170	350,262	368,874	391,387	393,298	403,194	419,713	432,101	444,310	455,675	463,046
Colorado	913	1,249	98,880	100,198	98,913	99,992	100,070	101,419	103,811	105,646	106,204	108,379	111,418	113,935
Delaware	128	177	12,893	12,951	13,262	13,147	13,750	14,417	14,481	15,097	16,663	17,202	17,146	16,292
District of Columbia	721	680	51,532	49,987	50,582	51,091	54,896	58,513	62,349	63,490	63,176	60,893	58,771	54,857
Georgia		714	8,542	22,643	33,699	44,896	56,668	65,645	70,563	76,136	81,321	83,299	84,613	86,023
Hawaii [2]	22	358	24,684	24,237	26,032	31,834	33,805	34,749	35,510	29,266	28,852	29,291	30,336	29,618
Idaho	587	730	57,784	58,339	58,216	58,211	58,560	59,595	60,679	62,000	63,045	63,516	64,372	65,345
Indiana	1,114	3,944	256,515	276,459	289,499	301,587	313,626	328,583	340,772	351,281	361,103	368,508	374,325	381,374
Kansas		883		7,389	33,311	50,455	61,560	77,004	94,204	103,848	110,094	111,088	115,843	118,635
Louisiana	1,451	2,020	147,958	165,960	172,099	157,137	158,836	163,778	169,067	171,538	175,883	177,819	179,536	180,821
Maine	545	581	46,558	44,351	45,842	45,689	46,741	47,533	48,634	49,805	50,671	51,673	52,259	51,576
Maryland	1,903	2,493	180,428	185,360	192,538	192,239	195,669	204,178	211,247	220,286	228,886	230,893	226,911	223,966
Massachusetts	3,782	5,448	374,381	404,013	386,663	412,870	460,948	449,912	459,038	465,620	511,691	497,530	526,268	498,712
Michigan	2,860	5,143	339,945	360,773	382,284	408,786	427,781	451,819	463,914	482,736	490,920	462,267	435,889	436,116
Minnesota		1,675			142,249	140,110	145,443	152,523	162,710	170,547	181,001	188,556	193,639	198,077
Missouri		342				[3] 0	[3] 0	[3] 0	3,350	14,267	34,593	71,928	97,118	120,870
Montana	71	536	29,673	32,408	36,438	38,991	42,436	44,902	48,295	49,083	51,052	52,607	54,482	55,304
Nebraska	939	1,200	85,570	85,620	86,628	88,466	93,659	100,780	105,511	117,213	119,868	105,106	105,368	106,161
New Hampshire	147	161	12,296	12,487	13,436	13,414	13,362	13,443	13,621	13,636	13,878	13,805	13,963	13,777
New Jersey	3,448	3,823	302,737	302,478	301,541	306,086	310,058	325,756	319,621	324,859	324,428	332,556	337,993	334,394
New Mexico	254	386	24,787	25,697	27,305	28,277	29,499	33,580	34,811	35,728	36,066	36,282	36,471	37,213
New York	2,115	14,749	1,082,978	1,094,991	1,096,282	1,151,707	1,198,782	1,245,116	1,276,451	1,300,677	1,316,141	1,330,256	1,324,842	1,331,077
North Carolina		817	9,416	22,144	32,888	42,020	52,478	64,280	72,399	84,655	96,907	107,435	113,543	119,253

North Dakota	[3] 0	163	[3] 0	[3] 0	[3] 0	1,909	6,640	9,931	14,978	19,862	23,785	26,408	28,471	30,714
Ohio	3,172	4,658	333,531	343,660	350,430	361,646	374,111	390,561	398,719	407,093	415,909	422,935	428,762	430,567
Oklahoma	919	2,426	137,637	142,588	148,513	152,836	214,102	223,113	228,742	232,957	311,223	233,456	172,789	228,457
Oregon	18	444	23,172	26,025	28,728	30,373	32,985	35,209	36,895	39,048	41,259	46,047	50,900	53,298
Pennsylvania	4,186	7,102	557,712	568,822	575,610	580,542	585,133	592,196	601,121	602,534	607,053	607,984	612,470	611,147
Rhode Island	209	514	39,576	40,907	42,697	44,202	44,621	44,005	43,195	42,263	42,063	42,404	43,601	44,848
South Carolina	----------	443	----------	2,646	8,182	15,990	24,875	33,214	40,044	49,900	57,348	63,990	70,267	76,475
Tennessee	----------	1,432	5,435	39,771	67,334	88,859	107,060	123,138	134,119	153,022	165,454	175,245	182,763	189,616
Utah	718	983	67,147	71,669	76,054	79,270	81,692	84,773	87,176	89,090	92,703	85,430	85,422	82,322
Vermont	80	81	7,287	6,909	6,575	6,491	6,454	6,269	6,169	6,285	6,488	6,799	7,274	7,730
Washington	1,886	2,226	191,547	187,252	184,614	184,801	189,823	191,384	190,604	189,702	192,015	190,964	168,479	164,455
West Virginia	230	1,356	90,171	102,275	103,272	109,031	111,576	114,361	117,189	119,211	120,359	121,656	123,347	123,279
Wisconsin	3,202	4,020	295,233	300,447	304,850	320,531	328,732	337,422	346,493	352,411	359,523	363,216	353,874	357,572
Wyoming	217	222	20,211	19,799	19,395	19,052	18,212	18,201	17,840	17,863	17,955	17,812	17,933	18,111

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense and the expense of hospitalization and burials excluded. Figures for the fiscal year 1936–37 also exclude the amount of obligations incurred for assistance in kind and for payments to persons other than those certified for aid to dependent children for rendering services to recipients.

[2] Figures for June 1937–May 1938 were estimated by the Territory.

[3] Plan approved, but no payments were made.

Table D–12.—Aid to dependent children: Number of families [1] receiving aid in States administering Federal funds, monthly average number for the fiscal year 1936–37, and number, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of families receiving aid to dependent children [1]												
	Monthly average, fiscal year 1936–37	By months, fiscal year 1937–38											
		July	August	September	October	November	December	January	February	March	April	May	June
Total		175,042	182,987	193,852	199,573	204,676	211,946	218,510	225,290	231,661	236,825	240,538	243,832
Alabama	5,251	4,779	4,759	4,695	4,815	4,861	5,120	5,208	5,236	5,345	5,356	5,337	5,384
Arizona	884	1,255	1,281	1,307	1,359	1,386	1,413	1,442	1,486	1,556	1,652	1,703	1,727
Arkansas	3,981	4,799	5,172	5,101	4,912	4,875	4,858	4,861	4,759	4,686	4,616	4,557	4,480
California	8,909	9,861	9,931	10,066	10,421	10,656	10,892	11,002	11,406	11,753	12,061	12,322	12,559
Colorado	2,488	3,231	3,271	3,261	3,257	3,258	3,294	3,353	3,414	3,444	3,517	3,603	3,678
Delaware	393	423	426	438	436	450	459	457	467	507	523	525	520
District of Columbia	1,338	1,224	1,224	1,213	1,204	1,200	1,233	1,258	1,272	1,262	1,234	1,208	1,187
Georgia		402	986	1,451	1,987	2,521	2,929	3,187	3,448	3,726	3,816	3,917	4,011
Hawaii [2]	687	751	738	790	830	842	861	873	879	889	880	919	892
Idaho	1,883	2,237	2,260	2,252	2,242	2,257	2,310	2,351	2,395	2,425	2,441	2,474	2,501
Indiana	3,801	8,981	9,706	10,171	10,623	11,062	11,624	12,088	12,520	12,938	13,286	13,605	13,904
Kansas			412	1,304	1,827	2,204	2,717	3,259	3,548	3,763	3,902	4,031	4,124
Louisiana	5,418	7,032	7,573	7,718	7,932	7,771	7,857	8,124	8,326	8,531	8,697	8,814	8,931
Maine	1,248	1,266	1,203	1,234	1,226	1,256	1,279	1,298	1,327	1,351	1,377	1,393	1,374
Maryland	5,188	5,843	5,927	6,031	6,087	6,165	6,347	6,579	6,853	7,123	7,245	7,284	7,201
Massachusetts	5,281	6,401	6,580	6,737	6,979	7,144	7,356	7,503	7,705	7,951	8,244	8,436	8,639
Michigan	9,243	10,888	11,066	11,147	11,227	11,214	11,547	12,104	12,512	12,354	12,083	11,969	12,022
Minnesota				4,904	4,725	4,446	4,498	4,730	4,910	5,181	5,377	5,550	5,688
Missouri					[3] 0	[3] 0	[3] 0	98	423	1,091	2,226	3,016	3,812
Montana	914	1,090	1,185	1,327	1,406	1,531	1,606	1,728	1,772	1,838	1,890	1,946	1,974
Nebraska	3,063	4,153	4,185	4,192	4,142	3,936	3,952	4,053	4,116	4,253	4,295	4,324	4,374
New Hampshire	341	329	331	352	353	356	357	361	361	359	356	356	358
New Jersey	10,591	10,753	10,759	10,714	10,709	10,778	10,876	10,996	11,135	11,222	11,322	11,382	11,466
New Mexico	744	1,066	1,096	1,138	1,157	1,185	1,321	1,370	1,395	1,415	1,424	1,419	1,437
New York	25,137	25,570	25,667	25,693	25,989	26,157	26,462	26,775	27,079	27,317	27,603	27,820	27,971
North Carolina		530	1,313	2,064	2,629	3,284	4,043	4,549	5,283	6,051	6,640	7,032	7,375
North Dakota	[3] 0	[3] 0	[3] 0	[3] 0	55	189	280	432	577	684	767	830	909
Ohio	9,477	9,654	9,809	9,900	10,032	10,220	10,447	10,588	10,686	10,789	10,835	10,876	10,900
Oklahoma	10,942	12,143	12,507	12,871	13,132	13,507	14,054	14,376	14,656	14,862	14,917	14,809	14,617
Oregon	867	720	790	859	908	965	1,010	1,047	1,099	1,149	1,262	1,371	1,430

Pennsylvania	10,850	15,743	16,094	16,332	16,531	16,725	16,985	17,298	17,412	17,633	17,714	17,896	17,905
Rhode Island	673	758	786	825	855	859	856	854	846	846	864	892	921
South Carolina	----------	----------	141	425	787	1,221	1,619	1,975	2,446	2,822	3,133	3,449	3,749
Tennessee	----------	306	2,382	3,853	4,896	5,861	6,695	7,235	8,242	8,879	9,457	9,902	10,293
Utah	1,922	2,283	2,350	2,386	2,425	2,472	2,516	2,559	2,625	2,744	2,768	2,784	2,799
Vermont	355	380	376	366	361	348	336	328	320	325	327	329	335
Washington	5,536	6,485	6,342	6,236	6,245	6,399	6,455	6,457	6,419	6,493	6,486	6,093	5,966
West Virginia	1,712	3,949	4,541	4,661	4,976	5,122	5,290	5,430	5,520	5,575	5,636	5,704	5,708
Wisconsin	8,651	9,076	9,151	9,190	9,263	9,385	9,589	9,727	9,819	9,928	10,001	10,064	10,110
Wyoming	617	681	667	648	633	608	603	597	596	601	595	597	601

[1] The number of families reported in this table is the number for whom applications or aid to dependent children have been appr oved formally.

[2] Figures for June 1937–May 1938 were estimated by the Territory.

[3] Plan approved, but no payments were made.

Table D–13.—Aid to dependent children: Number of children [1] receiving aid in States administering Federal funds, monthly average number for the fiscal year 1936–37, and number, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of children receiving aid to dependent children[1]												
	Monthly average, fiscal year 1936–37	By months, fiscal year 1937–38											
		July	August	September	October	November	December	January	February	March	April	May	June
Total		431,672	452,847	480,884	495,976	508,837	527,030	542,289	558,566	573,919	586,363	594,992	604,160
Alabama	15,444	14,235	14,110	13,903	14,218	14,420	15,149	15,423	15,642	15,981	15,947	15,889	15,999
Arizona	2,696	3,714	3,802	3,877	4,039	4,079	4,184	4,227	4,369	4,578	4,867	5,036	5,149
Arkansas	11,005	13,013	14,106	13,797	13,314	13,200	13,167	12,804	12,569	12,559	12,459	12,355	12,121
California	21,014	23,351	23,448	24,468	25,664	26,447	27,050	27,236	28,243	29,072	29,783	30,479	30,896
Colorado	6,605	8,493	8,586	8,529	8,549	8,544	8,625	8,819	8,936	9,001	9,184	9,399	9,568
Delaware	961	1,034	1,028	1,036	1,030	1,056	1,074	1,061	1,088	1,182	1,218	1,222	1,217
District of Columbia	3,714	3,490	3,536	3,506	3,495	3,545	3,659	3,731	3,755	3,764	3,694	3,630	3,566
Georgia		1,203	2,861	4,136	5,608	7,108	8,282	9,008	9,639	10,278	10,546	10,716	10,959
Hawaii [2]	2,492	2,665	2,656	2,791	2,939	2,959	2,987	3,021	3,034	3,038	3,146	3,243	3,146
Idaho	4,653	5,379	5,406	5,373	5,382	5,394	5,476	5,554	5,656	5,742	5,747	5,836	5,897
Indiana	9,321	20,358	21,777	22,708	23,551	24,376	25,437	26,344	27,092	27,912	28,500	29,052	29,645
Kansas			1,213	3,496	4,882	5,700	6,929	8,086	8,752	9,244	9,549	9,836	10,004
Louisiana	16,167	20,374	21,942	22,359	22,688	22,512	22,763	23,536	24,120	24,711	25,196	25,141	25,499
Maine	3,383	3,383	3,168	3,251	3,244	3,346	3,405	3,470	3,549	3,586	3,649	3,702	3,654
Maryland	14,689	16,593	16,841	17,185	17,328	17,571	18,025	18,577	19,274	19,930	20,154	20,211	19,859
Massachusetts	14,341	16,802	17,146	17,498	17,974	18,205	18,685	18,981	19,413	19,897	20,541	20,901	21,348
Michigan	21,664	25,644	26,096	26,258	26,403	26,355	27,077	28,094	28,853	28,499	27,922	27,795	28,055
Minnesota				12,086	12,047	11,546	11,666	12,257	12,650	13,289	13,789	14,178	14,495
Missouri					[3] 0	[3] 0	[3] 0	314	1,246	2,981	5,950	8,021	9,946
Montana	2,219	2,627	2,831	3,156	3,377	3,652	3,848	4,125	4,189	4,351	4,459	4,579	4,667
Nebraska	7,475	10,029	10,072	10,017	9,864	9,339	9,394	9,563	9,699	10,050	10,086	10,131	10,167
New Hampshire	970	935	934	999	999	997	998	1,006	1,012	1,000	987	986	989
New Jersey	24,097	24,346	24,310	24,195	24,192	24,276	24,477	24,695	24,936	25,073	25,222	25,347	25,476
New Mexico	2,152	3,142	3,235	3,358	3,413	3,488	3,901	4,027	4,087	4,129	4,155	4,133	4,204
New York	58,071	53,444	53,587	53,596	54,162	54,401	55,027	55,547	56,046	56,426	56,934	57,315	57,569
North Carolina		1,753	4,239	6,447	8,107	9,803	12,055	13,441	15,430	17,434	18,881	19,830	20,605
North Dakota	[3] 0	[3] 0	[3] 0	[3] 0	167	621	936	1,418	1,851	2,210	2,447	2,637	2,859
Ohio	24,757	26,377	26,751	27,033	27,169	27,578	28,048	28,353	28,530	28,800	29,003	29,321	31,144
Oklahoma	26,019	28,605	29,220	29,999	30,521	31,386	32,632	33,470	34,088	34,341	34,522	34,240	33,709
Oregon	1,839	1,605	1,789	1,967	2,084	2,219	2,310	2,387	2,496	2,586	2,851	3,089	3,219

Pennsylvania	28,140	40,808	41,534	41,998	42,265	42,583	43,041	43,625	43,662	43,993	44,018	44,264	44,197
Rhode Island	2,090	2,261	2,300	2,398	2,471	2,470	2,443	2,407	2,388	2,373	2,393	2,479	2,550
South Carolina			421	1,223	2,312	3,643	4,869	5,925	7,308	8,435	9,252	10,083	10,893
Tennessee		890	7,098	11,344	14,464	16,941	19,267	20,758	23,399	25,011	26,316	27,232	28,164
Utah	4,957	5,742	5,841	5,905	5,981	6,061	6,152	6,254	6,405	6,707	6,800	6,826	6,864
Vermont	778	834	824	796	797	773	752	743	749	776	1,014	1,024	1,046
Washington	12,161	13,936	13,609	13,383	13,377	13,697	13,821	13,816	13,811	13,944	13,930	13,245	13,127
West Virginia	5,187	11,912	13,607	13,795	14,746	15,149	15,582	16,008	16,274	16,429	16,565	16,752	16,729
Wisconsin	20,098	21,009	21,281	21,409	21,573	21,883	22,331	22,702	22,852	23,131	23,225	23,378	23,478
Wyoming	1,531	1,686	1,642	1,609	1,580	1,514	1,506	1,476	1,474	1,476	1,462	1,459	1,481

[1] The number of children reported in this table represents those for whom applications for aid were approved formally. This number may be less than the total number of children in families which received aid on behalf of dependent children.

[2] Figures for June 1937–May 1938 were estimated by the Territory.
[3] Plan approved, but no payments were made.

Table D–14.—Aid to dependent children: Average payment per family[1] in States administering Federal funds, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Average payment per family for aid to dependent children[1]											
	July	August	September	October	November	December	January	February	March	April	May	June
Median for States making payments[2]	$29.68	$30.04	$29.77	$30.10	$30.56	$30.79	$31.33	$31.54	$31.28	$30.84	$30.80	$30.56
Alabama	11.61	12.23	12.50	13.57	13.25	13.28	13.33	12.98	13.32	12.91	12.66	13.02
Arizona	30.89	31.39	32.67	32.72	32.64	31.83	32.05	32.30	32.29	32.41	32.42	32.78
Arkansas	10.39	10.38	10.39	10.39	10.39	10.40	10.45	10.41	10.46	10.50	10.52	10.65
California	34.37	33.55	34.80	35.40	36.73	36.11	36.65	36.80	36.77	36.84	36.98	36.87
Colorado	30.60	30.63	30.33	30.70	30.72	30.79	30.96	30.94	30.84	30.82	30.92	30.98
Delaware	30.48	30.40	30.28	30.15	30.56	31.41	31.69	32.33	32.87	32.89	32.66	31.33
District of Columbia	42.10	40.84	41.70	42.43	45.75	47.46	49.56	49.91	50.06	49.35	48.65	46.21
Georgia	21.25	22.96	23.22	22.59	22.48	22.41	22.14	22.08	21.83	21.83	21.60	21.45
Hawaii[3]	32.87	32.84	32.95	38.35	40.15	40.36	40.68	33.29	32.45	33.29	33.01	33.20
Idaho	25.83	25.81	25.85	25.96	25.95	25.80	25.81	25.89	26.00	26.02	26.02	26.13
Indiana	28.56	28.48	28.46	28.39	28.35	28.27	28.19	28.06	27.91	27.74	27.51	27.43
Kansas	----	17.93	25.55	27.62	27.93	28.34	28.91	29.27	29.26	28.47	28.74	28.77
Louisiana	21.04	21.91	22.30	19.81	20.44	20.84	20.81	20.60	20.62	20.45	20.37	20.25
Maine	36.78	36.87	37.15	37.27	37.21	37.16	37.47	37.53	37.51	37.53	37.52	37.54
Maryland	30.88	31.27	31.92	31.58	31.74	32.17	32.11	32.14	32.13	31.87	31.15	31.10
Massachusetts	58.49	61.40	57.39	59.16	64.52	61.16	61.18	60.43	64.36	60.35	62.38	57.73
Michigan	31.22	32.60	34.29	36.41	38.15	39.13	38.33	38.58	39.74	38.26	36.42	36.28
Minnesota	----	----	29.01	29.65	32.71	33.91	34.40	34.73	34.34	35.07	34.89	34.82
Missouri	----	----	----	[4] 0	[4] 0	[4] 0	34.18	33.73	31.71	32.31	32.20	31.71
Montana	27.22	27.35	27.46	27.73	27.72	27.96	27.95	27.70	27.78	27.83	28.00	28.02
Nebraska	20.60	20.46	20.67	21.36	23.80	25.50	26.03	28.48	28.18	24.47	24.37	24.27
New Hampshire	37.37	37.73	38.17	38.00	37.53	37.66	37.73	37.77	38.66	38.78	39.22	38.48
New Jersey	28.15	28.11	28.14	28.58	28.77	29.95	29.07	29.17	28.91	29.37	29.70	29.16
New Mexico	23.25	23.45	23.99	24.44	24.89	25.42	25.41	25.61	25.49	25.48	25.70	25.90
New York	42.35	42.66	42.67	44.32	45.83	47.05	47.67	48.03	48.18	48.19	47.62	47.59
North Carolina	17.77	16.87	15.93	15.98	15.98	15.90	15.92	16.02	16.02	16.18	16.15	16.17
North Dakota	[4] 0	[4] 0	[4] 0	34.71	35.13	35.47	34.67	34.42	34.77	34.43	34.30	33.79
Ohio	34.55	35.04	35.40	36.05	36.61	37.38	37.66	38.10	38.55	39.03	39.42	39.50
Oklahoma	11.33	11.40	11.54	11.64	15.85	15.88	15.91	15.89	20.94	15.65	11.67	15.63
Oregon	32.18	32.94	33.44	33.45	34.18	34.86	35.24	35.53	35.91	36.49	37.13	37.27

Pennsylvania	35.43	35.34	35.24	35.12	34.99	34.87	34.75	34.60	34.43	34.32	34.22	34.13
Rhode Island	52.21	52.04	51.75	51.70	51.95	51.41	50.58	49.96	49.72	49.08	48.88	48.69
South Carolina			19.25	20.32	20.37	20.52	20.28	20.40	20.32	20.42	20.37	20.40
Tennessee	17.76	16.70	17.48	18.15	18.27	18.39	18.54	18.57	18.63	18.53	18.46	18.42
Utah	29.41	30.50	31.88	32.69	33.05	33.69	34.07	33.94	33.78	30.86	30.68	29.41
Vermont	19.18	18.38	17.96	17.98	18.55	18.66	18.81	19.64	19.96	20.79	22.11	23.07
Washington	29.54	29.53	29.60	29.59	29.66	29.65	29.52	29.55	29.57	29.44	27.65	27.57
West Virginia	22.83	22.52	22.16	21.91	21.78	21.62	21.58	21.60	21.59	21.59	21.62	21.60
Wisconsin	32.53	32.83	33.17	34.60	35.03	35.19	35.62	35.89	36.21	36.32	35.16	35.37
Wyoming	29.68	29.68	29.93	30.10	29.95	30.18	29.88	29.97	29.88	29.94	30.04	30.13

[1] See footnote 1, table D–11.

[2] The average monthly payment per recipient for each State is the arithmetic mean. See table D–12 for number of recipients and table D–11 for amount of obligations incurred for payments to recipients.

[3] Figures for July 1937–May 1938 were estimated by the Territory.

[4] Plan approved, but no payments were made.

Table D–15.—Aid to dependent children: Number of applications [1] in States administering Federal funds during the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of applications for aid to dependent children [1]													
	Pending [1]		Received during 1937–38		Total during 1937–38		Disposed of during 1937–38						Pending June 30, 1938	
							Total		Approved		Other disposition			
	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children
Total	28,134	67,933	202,579	500,779	230,713	568,712	185,756	460,654	124,450	320,400	61,306	140,254	44,957	108,058
Alabama	532	1,375	6,696	19,542	7,228	20,917	6,378	18,674	3,546	10,639	2,832	8,035	850	2,243
Arizona	105	313	1,486	4,198	1,591	4,511	1,364	3,880	851	2,471	513	1,409	227	631
Arkansas	509	1,161	5,422	13,914	5,931	15,075	2,863	7,471	1,166	3,307	1,697	4,164	3,068	7,604
California	754	1,784	7,459	18,290	8,213	20,074	6,939	17,223	5,181	13,730	1,758	3,493	1,274	2,851
Colorado	208	478	1,824	4,550	2,032	5,028	1,860	4,652	1,562	4,016	298	636	172	376
Delaware	138	404	310	743	498	1,147	456	1,035	191	460	265	575	42	112
District of Columbia	31	141	456	1,451	487	1,592	485	1,581	439	1,396	46	185	2	11
Georgia	0	0	13,689	34,814	13,689	34,814	6,945	18,646	4,854	13,496	2,091	5,150	6,744	16,168
Hawaii [3]	36	129	37	138	73	267	27	92	17	51	10	41	46	175
Idaho	124	281	1,556	3,544	1,680	3,825	1,485	3,414	1,057	2,459	428	955	195	411
Indiana	2,992	6,008	11,465	22,572	14,457	28,580	12,414	24,808	7,793	15,953	4,621	8,855	2,043	3,772
Kansas	0	0	7,399	17,619	7,399	17,619	6,835	16,432	4,984	12,329	1,851	4,103	564	1,187
Louisiana	647	1,777	6,359	17,363	7,006	19,140	6,051	16,544	4,556	12,360	1,495	4,184	955	2,596
Maine	490	1,500	1,098	3,045	1,588	4,545	1,026	3,077	367	1,163	659	1,914	562	1,468
Maryland	535	1,225	6,317	16,149	6,852	17,374	6,271	15,983	3,739	10,353	2,532	5,630	581	1,391
Mississippi	444	996	4,176	10,642	4,620	11,638	4,308	10,720	3,559	8,920	749	1,800	312	918
Michigan	754	1,636	7,767	17,155	8,521	18,791	8,186	18,003	6,917	15,577	1,269	2,426	335	788
Minnesota	21	53	3,668	9,313	3,689	9,366	2,895	7,439	2,234	5,878	661	1,561	794	1,927
Missouri	0	0	9,961	24,172	9,961	24,172	5,513	13,964	4,552	11,879	961	2,085	4,448	10,208
Montana	259	567	1,909	4,355	2,168	4,922	2,037	4,621	1,462	3,427	575	1,194	131	301
Nebraska	478	1,052	2,106	4,655	2,584	5,707	2,292	5,079	1,746	4,034	546	1,045	292	628
New Hampshire	121	351	226	627	347	978	129	371	78	258	51	113	218	607
New Jersey	1,325	3,076	4,461	10,225	5,786	13,301	5,013	11,542	3,127	7,483	1,886	4,059	773	1,759
New Mexico	542	1,619	913	2,790	1,455	4,409	1,075	3,058	604	1,826	471	1,232	380	1,351
New York [4]	3,211	6,888	14,785	30,317	17,996	37,205	15,116	31,601	7,801	17,507	7,315	14,094	2,880	5,604
North Carolina	0	0	12,655	35,425	12,655	35,425	10,921	30,804	8,288	23,625	2,633	7,179	1,734	4,621
North Dakota	0	0	1,536	4,541	1,536	4,541	1,201	3,645	939	2,954	262	691	335	896
Ohio	3,683	9,471	5,991	16,468	9,674	25,939	7,072	18,828	3,509	10,159	3,563	8,669	2,602	7,111
Oklahoma	3,595	8,494	10,386	23,680	13,981	32,174	11,022	24,945	6,917	16,091	4,105	8,854	2,959	7,229
Oregon	481	1,020	1,844	4,157	2,325	5,177	1,792	4,023	1,215	2,875	577	1,148	533	1,154

Pennsylvania	1,664	4,508	8,723	20,531	10,387	25,039	8,699	20,967	5,464	13,821	3,235	7,146	1,688	4,072
Rhode Island	97	249	535	1,440	632	1,689	445	1,189	245	704	200	485	187	500
South Carolina	89	238	8,456	22,610	8,545	22,848	6,657	18,044	4,138	12,119	2,519	5,925	1,888	4,804
Tennessee	0	0	16,734	44,609	16,734	44,609	13,784	37,488	10,874	30,030	2,910	7,458	2,950	7,121
Utah	94	214	1,580	3,728	1,674	3,942	1,592	3,771	1,296	3,176	296	595	82	171
Vermont	30	96	273	1,099	303	1,195	209	884	76	510	133	374	94	311
Washington	614	1,278	2,729	5,975	3,343	7,253	2,776	6,119	2,047	4,727	729	1,392	567	1,134
West Virginia	2,942	8,251	4,267	12,148	7,209	20,399	6,536	18,297	3,471	10,064	3,065	8,233	673	2,102
Wisconsin	509	1,229	5,121	11,698	5,630	12,927	4,890	11,259	3,460	8,240	1,430	3,019	740	1,668
Wyoming	30	71	204	487	234	558	197	481	128	333	69	148	37	77

[1] Figures for each State are limited to those months for which Federal funds were available.

[2] Figures represent the number of applications pending on July 1, 1937, or at the beginning of the first month for which Federal funds were available subsequent to July 1, 1937.

[3] Figures are for the month of June 1938, the only month for which the Territory reported completely.

[4] Figures cover the period August 1937–June 1938.

Table D–16.—Aid to the blind: Obligations [1] incurred for payments to recipients, number of recipients, average payment per recipient, and number of recipients per 100,000 estimated population in States administering Federal funds, June 1937 and June 1938

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients [1]			Number of recipients			Average payment per recipient		Number of recipients per 100,000 estimated population [2]	
	June 1937	June 1938	Percentage change	June 1937	June 1938	Percentage change	June 1937	June 1938	June 1937	June 1938
Total [3]	$874,531	$907,708	[4] +33.7	35,042	38,912	[4] +20.3	[5] $24.96	[5] $23.33	46	43
Alabama	1,862	4,066	+118.4	192	431	+124.5	9.70	9.44	7	15
Arizona	3,844	6,890	+79.2	177	289	+63.3	21.72	23.84	44	70
Arkansas	6,416	6,037	−5.9	716	661	−7.7	8.96	9.13	35	32
California	170,541	271,920	+59.4	4,761	5,682	+19.3	35.82	47.86	78	92
Colorado	15,530	16,764	+4.1	584	590	+1.0	26.59	28.41	55	55
District of Columbia	3,559	5,538	+55.6	143	210	+46.8	24.89	26.37	23	33
Florida		21,019			1,426			14.74		85
Georgia		11,921			1,054			11.31		34
Hawaii		992			67			14.80		17
Idaho	6,090	6,232	+2.3	261	278	+6.5	23.33	22.42	54	56
Indiana	35,029	46,022	+31.4	1,942	2,413	+24.2	18.04	19.07	56	69
Iowa		26,305			1,138			23.12		45
Kansas		15,438			758			20.37		41
Louisiana	[6] 0	8,695		[6] 0	675		[6] 0	12.88	[6] 0	32
Maine	24,466	28,147	+15.0	1,157	1,248	+7.9	21.15	22.55	136	146
Maryland	11,779	12,426	+5.5	587	597	+1.7	20.07	20.81	35	36
Massachusetts	17,458	22,533	+29.1	973	1,062	+9.1	17.94	21.22	22	24
Michigan	11,620	13,814	+13.1	587	582	−.8	19.80	23.74	12	12
Minnesota		15,466			658			23.51		25
Montana		1,071			52			20.60		10
Nebraska	10,762	11,152	+3.6	549	567	+3.3	19.60	19.67	40	42
New Hampshire	5,703	6,250	+9.6	286	293	+2.4	19.94	21.33	56	57
New Jersey	10,631	13,025	+22.5	491	584	+18.9	21.65	22.30	11	13
New Mexico	2,484	3,281	+32.1	172	203	+18.0	14.44	16.16	41	48
New York	27,126	57,885	+110.5	1,407	2,496	+77.4	19.28	23.19	11	19
North Carolina		28,443			1,972			14.42		56
North Dakota	978	1,922	[7]	54	106	[7]	18.11	18.13	8	15
Ohio	65,849	75,297	+12.5	3,689	3,853	+4.4	17.85	19.54	55	57
Oklahoma	24,009	23,679	−1.4	1,460	2,071	+41.8	16.44	11.43	58	81
Oregon	10,138	11,288	+11.3	405	446	+10.1	25.03	25.31	40	43

Pennsylvania	313,030	(8)		10,461			29.92	(5)	103	(5)	
South Carolina		11,475			834			13.76			44
South Dakota		3,498			167			20.95			24
Tennessee		18,032			1,221			14.77			42
Utah	6,172	5,653	−8.8	254	221	−13.0	24.30	25.58	49		43
Vermont	1,670	2,469	+38.4	148	139	−6.1	11.28	17.77	39		36
Washington	26,694	31,980	+19.8	765	1,003	+31.1	34.89	31.88	46		60
West Virginia	12,255	13,011	+6.2	663	744	+12.2	18.48	17.49	36		40
Wisconsin	43,114	43,325	+.3	1,980	1,959	−1.1	21.77	22.12	68		67
Wyoming	5,722	4,747	−17.0	178	162	−9.0	32.15	29.30	76		69

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. Figures for June 1938 include direct assistance to recipients amounting to $904,149 and obligations incurred for assistance in kind and for payments to persons other than those certified for aid to the blind for rendering services to recipients amounting to $3,559 in 7 States. The comparison of the amounts incurred for both months excludes the amount of $3,559 incurred for June 1938, because these items were not included in the reports for June 1937. Expense for hospitalization and burials is excluded for both months.

[2] Rate for June 1937 is based on total population as of Jan. 1, 1937; rate for June 1938 is based on total population as of July 1, 1937. Population was estimated by the U. S. Bureau of the Census.

[3] In addition, Connecticut had a plan for aid to the blind approved by the Social Security Board but had not requested Federal funds since July 1, 1936.

[4] Comparison made for 27 States and the District of Columbia which had plans approved for both months.

[5] Arithmetic mean. The inclusion of the additional items for June 1938, indicated in footnote 1, does not affect the average monthly payment appreciably.

[6] Plan approved, but no payments were made for June 1937.

[7] Figures for June 1937 are too small for significant percentage change.

[8] Approved plan expired Dec. 31, 1937, and no Federal funds have been available since that date.

Table D–17.—Aid to the blind: Obligations [1] incurred for payments to recipients in States administering Federal funds, total for the fiscal year 1936–37, and, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients of aid to the blind[1]													
	Total for fiscal year		By months, fiscal year 1937–38											
	1936–37	1937–38	July	August	September	October	November	December	January	February	March	April	May	June
Total [2]	$8,980,938	$11,376,856	$922,383	$948,095	$1,034,073	$1,057,303	$1,089,544	$1,119,933	$811,453	$847,937	$874,576	$878,160	$885,691	$907,708
Alabama	4,408	41,636	2,659	2,534	2,748	3,189	3,341	3,493	3,649	3,783	4,049	4,106	4,019	4,066
Arizona	33,532	69,913	4,086	4,488	5,042	5,679	5,978	6,159	6,147	6,165	6,242	6,447	6,590	6,890
Arkansas	56,899	74,364	6,094	6,301	6,308	6,333	6,273	6,296	6,237	6,151	6,115	6,128	6,091	6,037
California	1,908,344	2,900,794	172,888	174,609	233,531	237,593	245,118	251,592	255,848	261,692	263,700	264,278	268,025	271,920
Colorado	179,984	193,975	15,597	16,319	15,907	15,741	15,972	16,334	15,950	16,145	16,393	16,495	16,367	16,764
District of Columbia	27,190	55,797	3,289	3,929	4,131	4,298	4,416	4,702	4,834	4,971	5,098	5,253	5,338	5,538
Florida		74,788						[3] 0	1,593	6,929	11,396	15,152	18,699	21,019
Georgia		98,432	291	2,710	4,728	6,760	8,238	9,146	9,682	10,504	11,303	11,475	11,674	11,921
Hawaii		6,713	[3] 0	[3] 0	[3] 0	[3] 0	1,120	1,120	586	649	678	671	897	992
Idaho	72,471	74,913	6,117	6,104	6,180	6,157	6,279	6,372	6,403	6,363	6,311	6,198	6,197	6,232
Indiana	303,431	492,591	35,323	36,442	37,491	38,961	40,016	41,236	42,103	42,533	43,377	44,080	45,007	46,022
Iowa		128,819					240	2,971	9,197	17,341	22,601	24,515	25,649	26,305
Kansas		99,212		[3] 0	282	2,620	5,877	8,551	10,778	12,780	13,831	14,058	14,997	15,438
Louisiana		75,918	273	2,780	6,375	5,456	6,660	6,936	7,176	7,491	7,687	8,005	8,384	8,695
Maine	244,973	314,337	25,163	24,550	24,550	24,514	24,514	24,374	24,450	28,557	28,506	28,569	28,443	28,147
Maryland	130,852	143,932	11,855	12,080	12,244	12,182	11,899	11,732	11,494	11,714	11,966	12,107	12,233	12,426
Massachusetts	197,698	241,297	17,970	18,449	18,798	18,519	19,058	19,545	19,776	20,681	21,347	22,132	22,489	22,533
Michigan	97,094	163,194	12,054	12,259	12,749	13,567	14,167	14,329	13,987	14,312	14,386	14,465	13,105	13,814
Minnesota		132,549	9,231	9,201	9,141	9,031	8,955	9,161	9,709	11,295	12,781	13,976	14,602	15,466
Montana		1,642							[3] 0	[3] 0	[3] 0	[3] 0	571	1,071
Nebraska	118,878	130,026	10,488	10,504	10,444	10,348	10,476	10,767	11,052	11,069	11,242	11,121	11,363	11,152
New Hampshire	63,618	71,828	5,615	5,667	5,722	5,809	5,850	6,004	6,091	6,205	6,152	6,134	6,329	6,250
New Jersey	119,815	143,830	10,896	11,078	11,295	11,227	11,720	12,134	11,968	12,335	12,550	12,710	12,892	13,025
New Mexico	26,738	36,024	2,456	2,551	2,601	2,712	2,868	3,144	3,193	3,306	3,319	3,276	3,317	3,281
New York	46,806	614,677	43,820	41,913	44,315	46,630	49,596	51,991	53,531	54,722	56,197	57,541	56,536	57,885
North Carolina		273,450	7,385	13,946	17,867	21,671	24,408	25,599	25,911	25,823	26,800	27,394	28,203	28,443
North Dakota	2,314	19,138	1,226	1,288	1,343	1,432	1,503	1,528	1,622	1,665	1,822	1,895	1,892	1,922
Ohio	695,555	847,665	66,376	67,455	68,670	69,411	69,460	70,735	70,579	71,167	72,255	72,436	73,824	75,297
Oklahoma	74,232	350,973	27,311	28,683	30,072	31,272	32,102	33,193	34,204	34,751	35,067	23,518	17,121	23,679
Oregon	90,636	128,203	10,269	10,372	10,227	10,542	10,454	10,427	10,546	10,839	10,980	11,028	11,231	11,288

Pennsylvania	3,469,742	1,936,733	314,506	319,357	322,581	323,637	327,081	329,571	(4)	(4)	(4)	(4)	(4)	(4)
South Carolina		75,197		434	1,574	3,375	4,928	6,743	7,735	8,736	9,394	10,142	10,661	11,475
South Dakota		11,133								51	1,580	2,722	3,282	3,498
Tennessee		112,773	93	1,981	4,188	5,907	7,418	8,916	9,934	11,703	13,510	14,689	16,402	18,032
Utah	66,442	72,791	6,034	5,936	6,009	6,152	6,097	6,346	6,322	6,276	6,312	5,908	5,746	5,653
Vermont	19,997	29,315	2,089	2,154	3,097	2,579	2,548	2,466	2,421	2,421	2,421	2,328	2,322	2,469
Washington	297,122	398,904	28,843	29,927	32,105	32,666	33,189	34,223	34,956	35,283	35,747	36,213	33,772	31,980
West Virginia	35,859	158,591	13,234	13,481	13,330	13,023	13,215	13,326	13,266	13,187	13,216	13,147	13,155	13,011
Wisconsin	523,880	520,009	43,268	43,193	43,143	43,218	43,444	43,759	43,577	43,349	43,289	43,037	43,407	43,325
Wyoming	72,428	60,780	5,584	5,429	5,285	5,092	5,066	5,012	4,946	4,993	4,956	4,811	4,859	4,747

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense and the expense of hospitalization and burials excluded. Figures for the fiscal year 1936–37 also exclude the amount of obligations incurred for assistance in kind and for payments to persons other than those certified for aid to the blind for rendering services to recipients.

[2] In addition, Connecticut had a plan for aid to the blind approved by the Social Security Board but had not requested Federal funds since July 1, 1936.

[3] Plan approved, but no payments were made.

[4] Approved plan expired Dec. 31, 1937, and no Federal funds have been available since that date.

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Table D–18.—Aid to the blind: Number of recipients [1] in States administering Federal funds, monthly average number for the fiscal year 1936–37, and number, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of recipients of aid to the blind [1]												
	Monthly average, fiscal year 1936–37	By months, fiscal year 1937–38											
		July	August	September	October	November	December	January	February	March	April	May	June
Total [2]	----------	37,252	38,635	40,149	41,222	42,586	43,767	33,682	35,283	36,502	37,314	38,236	38,912
Alabama	151	257	249	269	303	331	350	373	385	410	419	420	431
Arizona	140	188	204	223	246	258	264	259	261	263	263	279	289
Arkansas	571	673	696	696	698	691	691	685	677	673	673	668	661
California	4,515	4,795	4,810	4,892	4,962	5,100	5,233	5,324	5,451	5,491	5,517	5,598	5,682
Colorado	605	586	588	588	573	579	579	573	581	591	594	593	590
District of Columbia	102	154	157	162	168	172	181	184	188	192	197	202	210
Florida	----------	----------	----------	----------	----------	----------	[3] 0	141	475	759	1,018	1,271	1,426
Georgia	----------	21	211	370	540	675	756	799	878	959	986	1,017	1,054
Hawaii	----------	[3] 0	[3] 0	[3] 0	[3] 0	56	56	39	70	49	51	63	67
Idaho	257	265	267	271	269	276	281	282	282	278	274	275	278
Indiana	1,412	1,955	2,008	2,047	2,118	2,159	2,213	2,247	2,263	2,299	2,328	2,373	2,413
Iowa	----------	----------	----------	----------	----------	12	125	386	738	967	1,050	1,104	1,138
Kansas	----------	----------	[3] 0	15	134	285	417	512	600	646	681	730	758
Louisiana	----------	15	210	456	398	516	545	562	580	602	624	659	675
Maine	1,127	1,171	1,147	1,147	1,136	1,136	1,121	1,123	1,275	1,271	1,268	1,264	1,248
Maryland	577	588	593	595	599	586	578	555	569	575	587	593	597
Massachusetts	989	986	999	1,008	981	989	988	994	1,027	1,038	1,058	1,063	1,062
Michigan	385	587	571	580	565	556	551	540	545	544	558	570	582
Minnesota	----------	507	507	503	498	489	486	496	541	583	618	628	658
Montana	----------	----------	----------	----------	----------	----------	----------	[3] 0	[3] 0	[3] 0	[3] 0	29	52
Nebraska	518	553	560	558	543	546	550	555	559	568	561	561	567
New Hampshire	276	281	283	283	285	286	293	295	297	293	290	294	293
New Jersey	471	502	508	518	516	533	547	539	554	562	569	580	584
New Mexico	132	166	169	172	176	184	199	202	205	206	204	204	203
New York	1,165	2,050	1,970	2,039	2,118	2,199	2,278	2,340	2,382	2,419	2,447	2,475	2,496
North Carolina	----------	490	978	1,310	1,565	1,739	1,821	1,829	1,823	1,885	1,911	1,959	1,972
North Dakota	22	67	71	75	80	85	87	91	93	100	105	104	106
Ohio	3,582	3,697	3,719	3,738	3,760	3,749	3,759	3,756	3,750	3,788	3,790	3,822	3,853
Oklahoma	916	1,658	1,740	1,814	1,879	1,920	1,982	2,034	2,070	2,081	2,099	2,092	2,071
Oregon	304	411	414	410	419	419	420	421	430	435	435	444	446

Pennsylvania	9,668	10,511	10,672	10,779	10,814	10,932	11,016	[4]	[4]	[4]	[4]	[4]	[4]
South Carolina			37	121	256	370	500	571	646	686	734	775	834
South Dakota									2	71	126	154	167
Tennessee		6	137	282	392	496	597	661	778	892	975	1,108	1,221
Utah	235	254	248	247	246	241	248	248	243	245	230	224	221
Vermont	146	157	158	161	166	164	151	149	149	149	141	140	139
Washington	747	830	866	929	946	963	993	1,015	1,023	1,040	1,057	1,018	1,003
West Virginia	336	715	738	743	736	746	758	756	751	756	752	753	744
Wisconsin	2,038	1,979	1,975	1,976	1,970	1,981	1,988	1,982	1,975	1,966	1,964	1,964	1,959
Wyoming	184	177	175	172	167	167	165	164	167	170	160	166	162

[1] The number of recipients reported in this table is the number whose applications for aid to the blind have been approved formally. This number may be less than the total number of persons eligible for and receiving aid to the blind, since in certain States 1 grant may be made to cover the needs of 2 or more blind persons. The number is also less than the total number of persons in eouseholds receiving aid to the blind, since only the person formally granted and receiving aid to the blind for each month is counted.

[2] In addition, Connecticut had a plan for aid to the blind approved by the Social Security Board but had not requested Federal funds since July 1, 1936.

[3] Plan approved, but no payments were made.

[4] Approved plan expired Dec. 31, 1937, and no Federal funds have been available since that date.

Table D–19.—Aid to the blind: Average payment per recipient [1] in States administering Federal funds, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Average payment per recipient of aid to the blind [1]											
	July	August	September	October	November	December	January	February	March	April	May	June
Median for States making payments [2]	$19.98	$19.39	$19.24	$19.55	$20.00	$20.30	$19.91	$20.74	$20.91	$20.78	$20.63	$20.81
Alabama	10.35	10.18	10.22	10.52	10.09	9.98	9.78	9.83	9.88	9.80	9.57	9.43
Arizona	21.73	22.00	22.61	23.09	23.17	23.33	23.73	23.62	23.73	24.51	23.62	23.84
Arkansas	9.05	9.05	9.06	9.07	9.08	9.11	9.11	9.09	9.09	9.11	9.12	9.13
California	36.06	36.30	47.74	47.88	48.06	48.08	48.06	48.01	48.02	47.90	47.88	47.86
Colorado	26.62	27.74	27.05	27.47	27.59	28.21	27.84	27.79	27.74	27.77	27.60	28.41
District of Columbia	21.36	25.03	25.50	25.58	25.67	25.98	26.27	26.44	26.55	26.66	26.43	26.37
Florida						[3] 0	11.30	14.59	15.01	14.88	14.71	14.74
Georgia	13.86	12.84	12.78	12.52	12.20	12.10	12.12	11.96	11.79	11.64	11.48	11.31
Hawaii	[3] 0	[3] 0	[3] 0	[3] 0	20.00	20.00	15.03	9.27	13.84	13.16	14.24	14.81
Idaho	23.08	22.86	22.80	22.89	22.75	22.68	22.71	22.56	22.70	22.62	22.53	22.42
Indiana	18.07	18.15	18.32	18.40	18.53	18.63	18.74	18.79	18.87	18.93	18.97	19.07
Iowa					20.00	23.77	23.83	23.50	23.37	23.35	23.23	23.12
Kansas		[3] 0	18.80	19.55	20.62	20.51	21.05	21.30	21.41	20.64	20.54	20.37
Louisiana	18.20	13.24	13.98	13.71	12.91	12.73	12.77	12.92	12.77	12.83	12.72	12.88
Maine	21.49	21.40	21.40	21.58	21.58	21.74	21.77	22.40	22.43	22.53	22.50	22.55
Maryland	20.16	20.37	20.58	20.34	20.31	20.30	20.71	20.59	20.81	20.63	20.63	20.81
Massachusetts	18.23	18.47	18.65	18.88	19.27	19.78	19.90	20.14	20.57	20.92	21.16	21.22
Michigan	20.53	21.47	21.98	24.01	25.48	26.01	25.90	26.26	26.44	25.92	22.99	23.74
Minnesota	18.21	18.15	18.17	18.13	18.31	18.85	19.57	20.88	21.92	22.61	23.25	23.50
Montana							[3] 0	[3] 0	[3] 0	[3] 0	19.69	20.60
Nebraska	18.97	18.76	18.72	19.06	19.19	19.58	19.91	19.80	19.79	19.82	20.25	19.67
New Hampshire	19.98	20.02	20.22	20.38	20.45	20.49	20.65	20.89	21.00	21.15	21.53	21.33
New Jersey	21.71	21.81	21.81	21.76	21.99	22.18	22.20	22.27	22.33	22.34	22.23	22.30
New Mexico	14.80	15.09	15.12	15.41	15.59	15.80	15.81	16.13	16.11	16.06	16.26	16.16
New York	21.38	21.28	21.73	22.02	22.55	22.82	22.88	22.97	23.23	23.51	22.84	23.19
North Carolina	15.07	14.26	13.64	13.85	14.04	14.06	14.17	14.17	14.22	14.33	14.40	14.42
North Dakota	18.30	18.14	17.91	17.90	17.68	17.56	17.82	17.90	18.22	18.05	18.19	18.13
Ohio	17.95	18.14	18.37	18.46	18.53	18.82	18.79	18.98	19.07	19.11	19.32	19.54
Oklahoma	16.47	16.48	16.58	16.64	16.72	16.75	16.82	16.79	16.85	11.20	8.18	11.43
Oregon	24.99	25.05	24.94	25.16	24.95	24.83	25.05	25.21	25.24	25.35	25.30	25.31

Pennsylvania	29.92	29.92	29.93	29.93	29.92	29.92	(4)	(4)	(4)	(4)	(4)	(4)
South Carolina		11.73	13.01	13.18	13.32	13.49	13.55	13.52	13.69	13.82	13.76	13.76
South Dakota								25.50	22.25	21.60	21.31	20.95
Tennessee	15.50	14.46	14.85	15.07	14.96	14.93	15.03	15.04	15.15	15.07	14.80	14.77
Utah	23.76	23.94	24.33	25.01	25.30	25.59	25.49	25.83	25.76	25.69	25.65	25.58
Vermont	13.31	13.63	19.24	15.54	15.54	16.33	16.25	16.25	16.25	16.51	16.59	17.76
Washington	34.75	34.56	34.56	34.53	34.46	34.46	34.44	34.49	34.37	34.26	33.17	31.88
West Virginia	18.51	18.27	17.94	17.69	17.71	17.58	17.55	17.56	17.48	17.48	17.47	17.49
Wisconsin	21.86	21.87	21.83	21.94	21.93	22.01	21.99	21.95	22.02	21.91	22.10	22.12
Wyoming	31.55	31.02	30.73	30.49	30.34	30.38	30.16	29.90	29.15	30.07	29.27	29.30

[1] See footnote 1, table D–16.

[2] The average monthly payment per recipient for each State is the arithmetic mean. See table D–18 for number of recipients and table D–17 for amount of obligations incurred for payments to recipients.

[3] Plan approved, but no payments were made.

[4] Approved plan expired Dec. 31, 1937, and no Federal funds have been available since that date.

Table D–20.—Aid to the blind: Number of applications [1] in States administering Federal funds during the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of applications for aid to the blind [1]						
	Pending [2]	Received during 1937–38	Total during 1937–38	Disposed of during 1937–38			Pending June 30, 1938
				Total	Approved	Other disposition	
Total	3,809	29,782	33,591	27,831	19,374	8,457	5,760
Alabama	169	525	694	610	318	292	84
Arizona	33	258	291	257	167	90	34
Arkansas	11	368	379	162	77	85	217
California	220	2,597	2,817	2,356	1,757	599	461
Colorado	24	206	230	205	135	70	25
District of Columbia	60	116	176	128	86	42	48
Florida	58	2,689	2,747	1,943	1,523	420	804
Georgia	0	2,555	2,555	1,621	1,197	424	934
Hawaii [3]	4	23	27	26	21	5	1
Idaho	19	71	90	86	57	29	4
Indiana	584	1,136	1,720	1,363	759	604	357
Iowa	523	1,231	1,754	1,650	1,209	441	104
Kansas	0	1,378	1,378	1,216	867	349	162
Louisiana	0	1,006	1,006	919	719	200	87
Maine	126	328	454	396	261	135	58
Maryland	51	273	324	248	150	98	76
Massachusetts	1	396	397	395	313	82	2
Michigan	17	354	371	344	288	56	27
Minnesota	0	408	408	282	213	69	126
Montana	0	119	119	66	59	7	53
Nebraska	39	253	292	229	160	69	63
New Hampshire	2	54	56	54	35	19	2
New Jersey	38	189	227	187	141	46	40
New Mexico	72	90	162	112	59	53	50
New York	439	2,340	2,779	2,407	1,203	1,204	372
North Carolina	212	2,651	2,863	2,681	2,353	328	182
North Dakota	21	92	113	91	56	35	22
Ohio	143	1,373	1,516	1,342	819	523	174
Oklahoma	420	1,060	1,480	1,245	830	415	235
Oregon	22	194	216	174	127	47	42
South Carolina	0	1,678	1,678	1,414	942	472	264
South Dakota	0	245	245	209	167	42	36
Tennessee	0	1,876	1,876	1,637	1,257	380	239
Utah	5	72	77	75	59	16	2
Vermont	12	61	73	50	34	16	23
Washington	234	634	868	664	398	266	204
West Virginia	196	332	528	480	228	252	48
Wisconsin	53	506	559	465	303	162	94
Wyoming	1	45	46	42	27	15	4

[1] Figures for each State are limited to those months for which Federal funds were available.
[2] Figures represent the number of applications pending on July 1, 1937, or at the beginning of the first month for which Federal funds were available subsequent to July 1, 1937.
[3] Figures cover the period April–June 1938 for which the Territory reported completely.

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Chart showing, by States, important features of individual State old-age assistance plans.

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Unemployment Compensation Under the Social Security Act. I. S. C. No. 22. 6 pp.

A leaflet explaining the unemployment compensation provisions of the act.

Summary of Provisions of the Federal Social Security Act Relating to Unemployment Compensation. 1 p. 5 cents each, 50 cents a hundred.

Condensed summary of provisions of the act covering unemployment compensation, with citations to pertinent sections of the act.

Analysis of State Unemployment Compensation Laws. Publication No. 13. December 1, 1937. 33 pp. 15 cents.

Chart showing, by States, important features of individual State unemployment compensation laws.

Significant Provisions of State Unemployment Compensation Laws. 4 pp. May 1938.

A brief tabular presentation of provisions relating to type of fund, size-of-firm coverage, contribution rates, and benefit payments under State unemployment compensation laws.

Periodicals and Technical Reports

Social Security Bulletin. A monthly publication, beginning with Vol. I, No. 1–3 (March 1938). Subscription price: $2 a year in the United States, Canada, and Mexico; in other countries, $3.75 a year. Single copies, 20 cents.

Special articles and current data on operations of unemployment compensation, public-assistance, and old-age insurance programs, and on the results of research and analysis pertinent to the social security program.

Public Assistance Statistics for the United States.

Preprints of public-assistance sections of the *Social Security Bulletin,* including "Relief in Urban Areas" and "Relief in Rural and Town Areas," distributed for administrative purposes only.

Tabular Summary of Statistics of Public Assistance Under the Social Security Act for the Calendar Year 1937. Bureau Report No. 1. Bureau of Research and Statistics. 1938. 52 pp. 15 cents.

Tables compiled from State annual reports to the Social Security Board, by States and counties, showing the amount of obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind, and the number of recipients of aid in States with plans approved by the Social Security Board and administering Federal funds in the calendar year 1937.

Plan for a Case Census of Recipients of Public Assistance. Bureau Report No. 2. Bureau of Research and Statistics. 1938. xii+92 pp. 15 cents.

Includes a suggested schedule, coding instructions, and table outlines for use in surveys of the number of recipients and the relief history of persons aided under all public-relief programs.

Unemployment and Health Insurance in Great Britain, 1911–1937. Bureau Report No. 3. Bureau of Research and Statistics. 1938. 44 pp. 10 cents.

A comparison of the history of British legislation for unemployment insurance and health insurance, with charts showing modifications of the provisions for cash benefits under the two programs.

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A handbook of decisions of the British Umpire under provisions of the British Unemployment Insurance Act which are similar to those contained in unemployment compensation laws in the United States. Part I is a general statement of principles developed in interpreting disqualifying conditions; Part II is a codification of these principles; and Part III gives the text of all decisions cited.

Other Federal Publications Pertinent to Board Programs

Social Security Act. 1935. (Public, No. 271, 74th Cong.) 32 pp. 5 cents.

Regulations 90 Relating to the Excise Tax on Employers Under Title IX of the Social Security Act. U. S. Bureau of Internal Revenue. 1936. 66 pp. 10 cents.

Regulations 91 Relating to the Employees' Tax and the Employers' Tax Under Title VIII of the Social Security Act. U. S. Bureau of Internal Revenue. 1936. 54 pp. 10 cents.

Appendix contains Treasury Decision 4704: Identification of taxpayers under title VIII of the Social Security Act.—Assignment of identification numbers to employers and account numbers to employees.

See also T. D. 4756, Article 401 of Regulations 91, amended.

T. D. 4616: Excise Tax Imposed by Title IX of the Social Security Act.—Records to be Maintained. U. S. Bureau of Internal Revenue. 1935. 3 pp.

Constitutionality of the Social Security Act. Opinions of the Supreme Court of the United States Together With the Separate and Dissenting Opinions in the Cases Involving the Constitutionality of the Social Security Act. Senate Document No. 74. 1937. 54 pp. 10 cents.

Wagner-Peyser Act. 1933. As amended by act of May 10, 1935. (Public, No. 30, 73d Cong.) 5 pp. 5 cents.

Railroad Retirement Act of 1937. (Public, No. 162, 75th Cong.) 14 pp. 5 cents.

Carriers Taxing Act of 1937. (Public, No. 174, 75th Cong.) 6 pp. 5 cents.

Railroad Unemployment Insurance Act. 1938. (Public, No. 722, 75th Cong.) 22 pp. 5 cents.

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INFORMATION

Information concerning the several sections of the Social Security Act may be obtained from the following Government agencies:

Old-age assistance, aid to dependent children, and aid to the blind; unemployment compensation; Federal old-age insurance; titles I, II, III, IV, VII, IX, X of the Social Security Act—SOCIAL SECURITY BOARD, WASHINGTON, D. C.

Maternal and child-health services, services for crippled children, and child-welfare services; title V, parts 1, 2, 3, and 5, of the Social Security Act—CHILDREN'S BUREAU, DEPARTMENT OF LABOR, WASHINGTON, D. C.

Public-health work; title VI of the Social Security Act—UNITED STATES PUBLIC HEALTH SERVICE, TREASURY DEPARTMENT, WASHINGTON, D. C.

Vocational rehabilitation; title V, part 4, of the Social Security Act—OFFICE OF EDUCATION, DEPARTMENT OF THE INTERIOR, WASHINGTON, D. C.

All taxes levied under the Social Security Act; titles VIII and IX—BUREAU OF INTERNAL REVENUE, TREASUPY DEPARTMENT, WASHINGTON, D. C.

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